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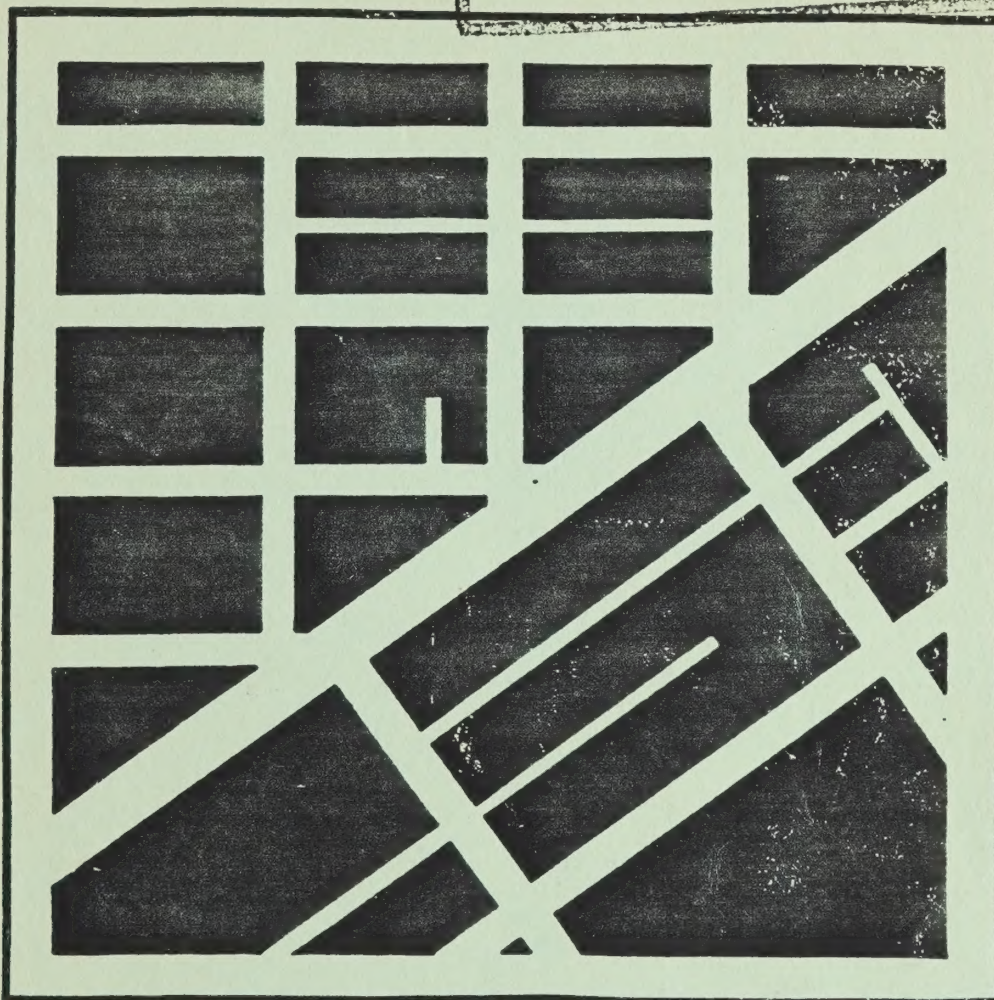
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DEPT. OF CITY PLANNING

□ DOWNTOWN □

DOWNTOWN



DOWNTOWN

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PROPOSAL AS ADOPTED  
BY  
THE CITY PLANNING COMMISSION  
AS A PART OF THE MASTER PLAN

November 29, 1984

SAN FRANCISCO DEPARTMENT OF CITY PLANNING





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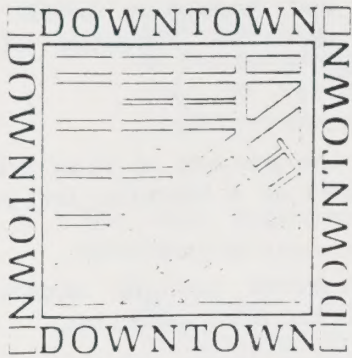


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# INTRODUCTION

This is the Plan for downtown San Francisco. The Plan grows out of an awareness of the public concern in recent years over the degree of change occurring downtown—and of the often conflicting civic objectives between fostering a vital economy and retaining the urban patterns and structures which collectively form the physical essence of San Francisco.

The Plan foresees a downtown known the world over as a center of ideas, services and trade and as a place for stimulating experiences. In essence, downtown San Francisco should encompass a compact mix of activities, historical values, and distinctive architecture and urban forms that engender a special excitement reflective of a world city.

## Principal Features:

- The Plan controls the overall scale and intensity of downtown building by:

reducing the overall allowable density downtown through lowered base floor area ratios (FARs). Changes include:

C-3-O district	from 14:1 to 10:1
C-3-O (SD)	from 7:1 to 6:1
C-3-R district	from 10:1 to 6:1
C-3-G district	from 10:1 to 6:1
C-3-S district (west of YBC)	from 7:1 to 5:1

- The Plan redirects downtown office expansion south of Market Street by:

establishing a Special Development District between Howard and Folsom Streets east of YBC;

reducing the area of the highest permitted heights and shifting it to include the south side of Mission Street near the Transbay Terminal;

lowering heights significantly in areas north of Market, where significant groupings of smaller buildings, such as those on Belden and Front Streets, are located within the highrise office core.

- The Plan requires smaller, thinner, and more finely detailed buildings by:

lowering the overall maximum permitted heights in nearly all of the C-3 district;

requiring new bulk controls that taper buildings at the upper levels;

requiring more expressive, sculptured building tops;

requiring design review of all major projects.

- The Plan preserves architecturally significant buildings by:

requiring preservation of 251 highly rated architecturally significant buildings and permitting the transfer of unused development (TDR) potential from these preserved buildings to sites with no significant structures;

creating several conservation districts to encourage the preservation of important "contextual" buildings near more highly rated structures.

- The Plan creates a new open space and public arts program by:

requiring open space to be provided for many types of new developments in proportion to the size of the building, as follows:

C-3-O	1:50*
C-3-R	1:100
C-3-G	1:50
C-3-S	1:50

\* 1 square foot of open space for each 50 square feet of building area

permitting the transfer of development (TDR) potential from privately developed open space to development opportunity sites;

requiring and developing public open space to serve the expansion of the office core;

requiring one percent of total project cost be used as a resource for public artworks.

- The Plan preserves sunlight access to selected streets and open spaces by:

adopting height limits and solar access standards to assure direct sunlight during the critical times of the day to important public open spaces and side walks in areas with smaller buildings.

- The Plan proposes new areas of housing within and near the downtown by:

establishing the Van Ness Avenue corridor as a mixed use high density corridor with housing above commercial space;

rezoning the Rincon Hill as a high density predominantly residential area;

permitting housing to be built to the limits of the height and bulk regulations in the C-3-G and C-3-S districts without counting the housing in the project floor area ratio limits.

- The Plan proposes to continue accessibility within the city and region by:

continuing to give priority to transit as the best means of accommodating additional work trips to the downtown;

implementing a regional mass transit system for the Peninsula corridor;

calling for studies on the feasibility of constructing the Geary-Third Street MUNI Metro, as well as for studies of the feasibility of extending light rail transit to Marin County;

increasing vehicle occupancy during work trips using incentives to carpool and vanpool;



providing new commuter parking spaces at the periphery of the C-3 district but only to replace those lost in the downtown core.

- The Plan improves circulation within the downtown environment by:

expanding the system of transit preferential streets for movement of buses downtown;

requiring sufficient off-street loading and service vehicle parking for new developments including tour bus loading for hotels.

- The Plan contains two important concepts: Floor Area Ratio (FAR) and Transfer of Development Rights (TDR).

One way to control the size of a building is to limit its overall volume. The Planning Code of the city currently does this through floor area ratio limits. Floor area ratio means the ratio of the space (floor area) in a building to the size of the lot. For example, an FAR of 10 to 1 means that ten square feet of building area may be built for each square foot of lot area. If the size of the lot were 25,000 square feet and the FAR were 10 to 1, the building could contain 250,000 square feet.

Under the current Code, the FAR for a given lot is computed on all property included as part of the development site. The development site may contain more than one parcel of land provided that the parcels included in the calculation of FAR are adjacent to each other. Assuming there were no other restrictions, it would be possible at a 10 to 1 FAR to build a ten story building covering 100% of the lot, a 20-story building covering 50% of the lot, or a 40-story building covering 25% of the lot. The development site may also contain an existing building. However, the square footage of the existing building would reduce the amount of square footage allowed in the new building.

The Downtown Plan continues to use FAR as a means of controlling building size. However, it no longer requires, for FAR purposes, that all parcels making up the development site be adjacent to one another. Under the Plan, the development rights from a new park or plaza developed according to Plan guidelines could be transferred to a new development on a non-adjacent parcel. Similarly, the unused development rights from an architecturally important building designated in the Plan, could be transferred to a new development on a non-adjacent parcel.

Development rights could be transferred to any parcel or parcels within the same zoning district if the height, bulk, and other rules of this Plan would permit the increased square footage. TDRs could also be used in a special development district immediately south of the existing C-3-O district where increased densities are appropriate. Since the square footage is simply transferred from one lot to another, the total allowable density downtown would not be increased.

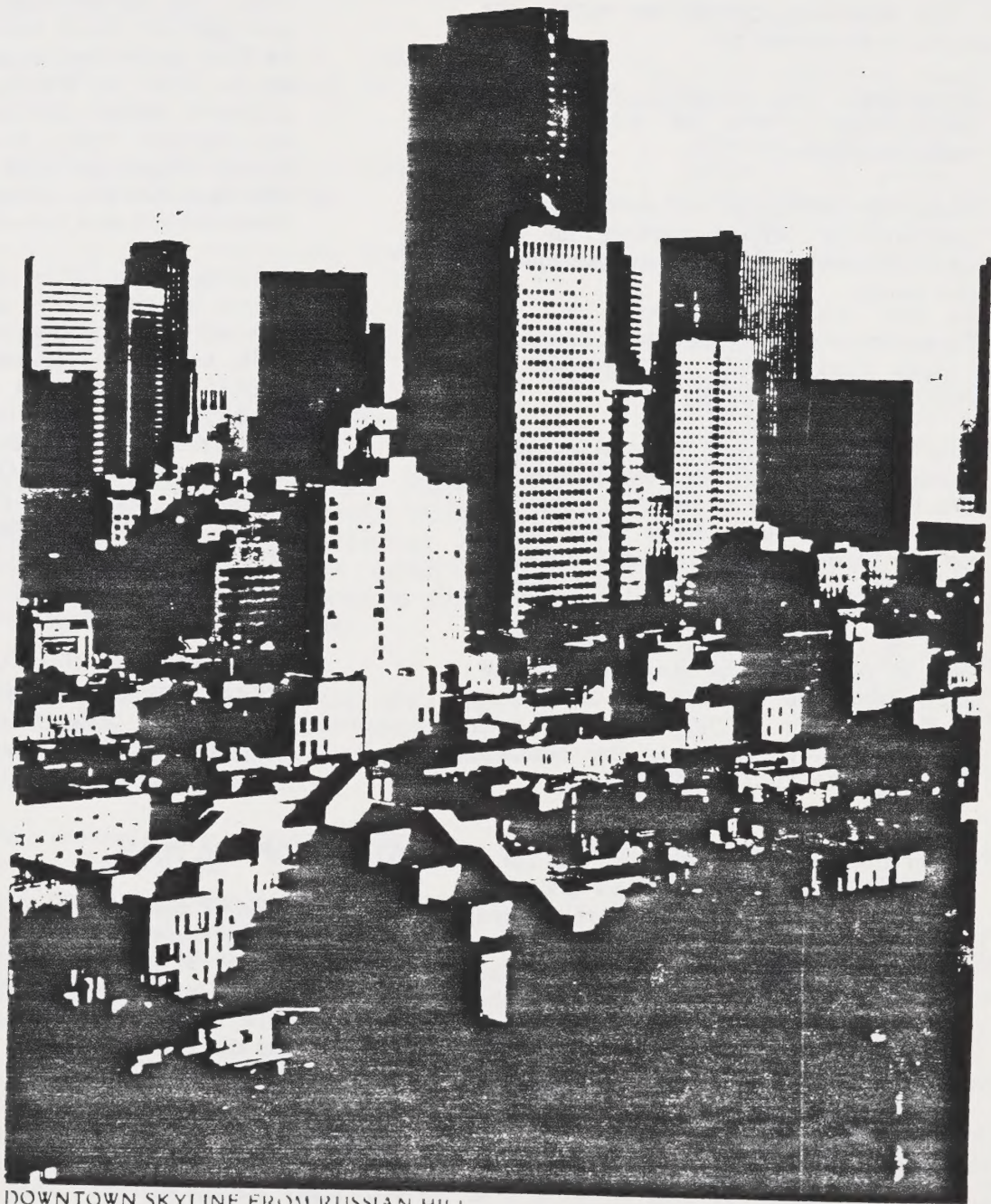
The purpose of this TDR process is to obtain more useful open space downtown and to preserve existing buildings with architectural characteristics that make downtown visually attractive.

## STATUS OF THE PLAN

Adoption of the Downtown Plan by the City Planning Commission makes its objectives and policies a part of the Master Plan of the City and County of San Francisco with the legal force accorded the Master Plan by the state law, the Charter and the Planning Code.

The various Implementing Actions which appear throughout the Downtown Plan are not a formal part of the Master Plan and do not have any legal status per se. They constitute the agenda or steps that should be taken to implement the objectives and policies. A principal implementation tool is the Planning Code and appropriate amendments to that Code which will carry out many of the Implementing Actions accompanying this Plan.



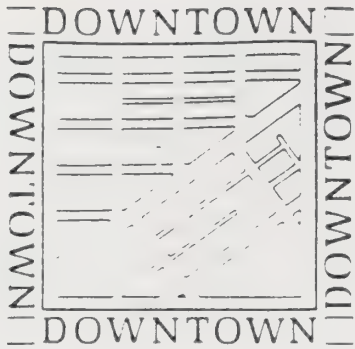


DOWNTOWN SKYLINE FROM RUSSIAN HILL

Malcolm Lubliner



# SPACE FOR COMMERCE



## INTRODUCTION

The Downtown Plan is based on the initial objective and policy of the Commerce and Industry Element of the City's Master Plan. That objective and policy form the keystone of the Downtown Plan.

## THE PLAN

### OBJECTIVE I

MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.

### POLICY I

Encourage Development which produces substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences which cannot be mitigated.

The Downtown Plan recognizes the need to create jobs, especially for San Franciscans, and to continue San Francisco's role as an international center of commerce and services. New jobs to enhance these city functions, to expand employment opportunities, and to provide added tax resources, make downtown growth at a reasonable scale a desirable course for the city.

Downtown provides the principal source of new jobs for city residents. Currently, 56 percent of the 280,000 existing downtown jobs are held by San Franciscans. New jobs are expected to provide opportunities at all skill and wage levels. A likely distribution of new jobs by occupation is: professional, technical, administrative, managerial, about 50%; clerical, sales, and service, about 40%; crafts, operatives, and other, about 10%. A likely distribution of new jobs by wages and salaries is: less than \$15,000, about 25%; \$15,000-\$24,999 about 34%; \$25,000-\$49,999, about 30%; and \$50,000 and above about 11%.

The City Planning Commission now requires the sponsors of new downtown buildings to notify the city at least six months prior to project completion, of prospective building tenants and job opportunities, particularly entry level positions. This information is used to design and structure job training programs and help direct those seeking employment to job opportunities. These efforts should be intensified with new methods initiated to increase the percentage of new jobs going to San Franciscans.

The focus of the Plan is to allow appropriate growth but to manage vigorously its effects -- preventing building where change would diminish the city's character or livability. The maximum potential for growth under the recommended Plan is considerably less than under the current Planning Code. The existing Code permits a level of growth far in excess of what can be realistically expected or, more importantly, what is desirable. Under the Plan's proposals the downtown growth rate for offices is projected to be slowed significantly, from an average of 1.6 million square feet per year to 840 thousand square feet per year.

It is the premise of the Plan that if the transportation and housing policies and targets, its recommendations for the height, bulk, and density of buildings, and open space features are followed, this lower rate of growth projected for the city can continue without adverse consequences. On the other hand, if this Plan or proposals similar in nature or intent are not followed, the growth rate many need to be slowed as a matter of deliberate public policy.

Key sections of the Plan identify what must be done to absorb new job growth in San Francisco, particularly in two critical supporting systems -- transportation and housing. The Plan contains these basic targets: an annual average

of 1,000 to 1,500 housing units should be built to reduce the effects of increased employment on the housing market. It also indicates that ridesharing must be expanded to a point where the number of persons commuting by auto or van increases from 1.48 to 1.66 persons per vehicle. The use of transit by downtown workers must increase from 60% to 67% of all work trips in order to avoid unacceptable levels of congestion.

The Residence Element of the Master Plan lays out a course by which the housing targets may be achieved. The Moving About Chapter of this Plan lays out a course by which the transportation targets may be achieved. The Transit Development Fee assessing new office construction \$5 per foot to assist in expanding public transit, and the Office-Housing Production Program requiring housing assistance in proportion to office space added will assist in meeting these targets.

#### Implementing Actions

- Prepare an annual report on status of downtown growth.

The Department should monitor the effects of growth, and present to the City Planning Commission, Mayor, and Board of Supervisors an annual status report on the extent of downtown growth, its apparent consequences, and the effectiveness of policies in meeting the housing and transportation targets and in maintaining the city's environment and character, and recommendations for future actions.

#### BACKGROUND

Few issues stimulate as much public debate as do downtown development and implications of the recent unprecedented growth in new office construction.

The C-3 districts of downtown San Francisco represent the largest concentration of commercial activity and employment in the Bay Region. There are four principal kinds of commercial uses downtown: office, retail, hotel, and support commercial. The demand for these various types of space and the implications of accommodating that demand are primary concerns of this Plan. This chapter contains background discussion and proposes objectives and policies with respect to the four types of commercial uses. These objectives and policies would be implemented primarily through land use and zoning proposals presented at the end of this chapter.

#### OFFICE SPACE

Office space in downtown San Francisco provides the city and Bay Area with an active source of employment and a strong economic base that generates activity and employment in other sectors of the local and regional economy. More than 60 million square feet of office space combine with about 40 million square feet of retail, hotel, housing, cultural, institutional, industrial and other related space in the C-3 district. This total of over 100 million square feet of space provides employment opportunities for more than 280,000 city and Bay Area residents.

A wide variety of business activities are conducted in downtown office space. Corporate headquarters, financial institutions, insurance companies, major utilities, business and professional services occupy more than 42 million square feet in the primary office (C-3-O) district. Over 220,000 office workers are employed in a wide range of managerial, professional, clerical, and less skilled occupations serving international, national, regional, and local markets. These activities include executive, administrative and information processing functions. Rental rates for space in this district are among the highest in the region, reflecting the desirability of this location.

In addition to office space in the C-3-O district, almost five million square feet of office space are located in the C-3-R district. Another nine million square feet are in the C-3-G district, and five million square feet are in the C-3-S district. In addition to the primary office activities, office space in these areas contains government services, wholesaling, display, customer services, import-export trade, and retail service businesses.

#### Trends

The supply of downtown office space has shown unprecedented growth in recent years. During the 17 years between 1965 and 1981 office building construction in the city more than doubled, growing from 26 million square feet to 55 million square feet. This represents an average annual growth rate of more than 1.7 million square feet per year. Most of this space was built in the C-3 districts (see Table 1).

Most of the rapid growth has occurred in the C-3-O district, where corporate, administrative, managerial, real estate, advertising and public relations firms value the prestige and image of a



insert

Map 1  
DEVELOPMENT SINCE 1965





TABLE I  
C-3 DISTRICT OFFICE BUILDINGS  
WITH MORE THAN 100,000 SQUARE FEET  
CONSTRUCTED 1965-1984

Name and Address	C-3 District	Year Completed	Number Stories/Height	Gross Floor Area	Floor Area Ratio
160 Spear	O	1984	19/240'	306,500	12.2
135 Main	O	1984	22/340'	264,600	14.0
One Sansome	O	1984	40/580'	610,000	18.0
380 California	O	1984	23/320'	340,000	21.2
456 Montgomery	O	1984	24/378'	233,050	18.8
Bank of Canton, 555 Montgomery	O	1984	18/282'	230,440	13.9
Washington-Montgomery	O	1984	24/300'	331,700	19.0
101 Mission	O	1983	20/273'	219,350	17.4
Five Fremont Center	O	1983	43/600'	843,000	13.8
101 Montgomery	O	1983	28/405'	277,000	22.0
1155 Market	G	1983	11/150'	147,500	10.0
Pacific Gateway	O	1983	30/416'	371,000	8.2
Federal Reserve Bank, 101 Market	O	1983	12/195'	640,000	4.8
Ecker Square, 25 Jessie	O	1983	18/279'	111,000	13.9
353 Sacramento	O	1983	25/351'	277,000	15.8
Convention Plaza	S	1983	12/160'	339,000	10.0
150 Spear	O	1982	20/200'	330,300	17.4
Crocker Bank, 1 Montgomery	O	1982	38/500'	875,000	9.4*
101 California	O	1982	48/600'	1,289,700	17.0
Four Embarcadero Center	O	1982	45/569'	1,037,878	14.0
Yerba Buena Center West	S	1982	6/86'	335,000	6.0
Apparel Mart II	R	1981	16/150'	250,000	3.6
Shaklee, 444 Market	O	1980	38/542'	706,500	25.6
Pacific Mutual, 505 Sansome	O	1980	19/237'	190,027	16.6
Borel, 180 Howard	S	1980	13/160'	223,208	11.8
Bechtel, 333 Market	O	1979	33/474'	600,600	13.6
Marathon, 595 Market	O	1979	31/402'	451,000	15.3
Bank of the West, 180 Montgomery	O	1979	31/440'	381,000	20.5
Hibernia Bank, 201 California	O	1979	17/229'	255,000	15.7
Trammel Crow, 601 Montgomery	O	1979	20/254'	247,219	16.5
Bechtel II, 45 Fremont	O	1977	34/475'	685,000	21.0
California 1st Bank, 350 California	O	1977	22/324'	348,000	18.0
State Compensation, 1275 Market	G	1977	17/240'	458,500	7.6
BankAmerica Center, 1455 Market	G	1977	21/315'	1,300,000	11.0
One Market Plaza	O	1976		1,710,000	13.3*
Spear St. Tower			43/566'		
Del Monte Tower			28/378'		
Three Embarcadero Center	O	1976	31/412'	919,318	12.0
Standard Oil II, 575 Market	O	1975	39/575'	536,000	23.0
Two Embarcadero Center	O	1974	31/412'	913,953	12.0
Merchandise Mart Addition	G	1974	11/150'	410,000	10.0
California State AAA, 100 Van Ness	G	1974	29/420'	475,500	9.7
Metropolitan Life, 425 Market	O	1973	38/512'	1,100,000	25.0
Tishman-Cahill, 525 Market	O	1973	38/529'	1,041,000	23.0
Industrial Indemnity, 255 California	O	1973	15/200'	186,900	8.7
Pacific Telephone, 2nd @ Folsom	S	1973	9/170'	213,000	5.6
211 Main	S	1973	17/236'	382,000	12.1
Pacific Insurance, 100 Pine	O	1972	33/470'	422,450	13.9
Union Bank, 50 California	O	1972	37/487'	738,000	18.5
Transamerica, 600 Montgomery	O	1972	48/853'	530,000	9.8
Qantas Bldg, 350 Post	R	1972	11/140'	107,300	9.7*
P G & E, 77 Beale	O	1970	32/492'	907,000	14.3
One Embarcadero Center	O	1970	45/569'	1,076,000	14.0
Aetna Life, 1 Post	O	1969	38/529'	455,000	19.9
Mutual Benefit Life, 1 California	O	1969	32/434'	531,400	12.1
Bank of America, 555 California	O	1969	52/778'	1,771,000	17.7*
Wells Fargo Bank, 775 Sansome	O	1969	20/271'	379,000	19.7
P G & E, 245 Market	O	1968	17/214'	342,000	7.7
Bechtel I, 50 Beale	O	1968	23/327'	706,000	22.4
Great Western, 425 California	O	1968	25/359'	199,524	26.0
Matson, 100 Mission	O	1967	13/184'	155,000	8.1
Pacific Telephone Addition, 555 Pine	O	1967	16/290'	296,970	9.2
Bank of California, 400 California	O	1967	21/314'	252,000	12.6*
Insurance Center, 450 Sansome	O	1967	16/220'	121,549	11.1
Alcoa, 1 Maritime Plaza	O	1967	27/398'	590,000	23.0
Fox Plaza, 1390 Market	G	1967	29/360'	403,180	6.3
Wells Fargo, 44 Montgomery	O	1966	42/561'	750,490	25.5
Hong Kong Bank, 160 Sansome	O	1966	19/247'	135,980	13.5
Standard Oil, 555 Market	O	1965	22/301'	336,000	8.6
Foremost, 111 Pine	O	1965	19/250'	231,000	18.3
Hartford, 650 California	O	1965	33/465'	467,000	17.7
Pacific Telephone, 686 Folsom	S	1965	13/200'	492,000	5.8

TOTAL 33,988,586 \*\*

\* Floor Area Ratio for these projects includes new and existing buildings on the site.

\*\* Includes all space in office buildings over 100,000 square feet.

location in downtown San Francisco and benefit from close physical proximity and face-to-face contacts (see Map 1). Demand for C-3-O locations has remained strong. Competition for space in the more desirable locations has supported higher rents, spurred new construction, and expanded the size of the office district. As this has occurred, those office activities such as smaller businesses which are more sensitive to the cost of a central location have shifted to peripheral locations. They have brought pressure for conversion of non-office uses--such as retail, housing, and light industry--to office space. Other office activities particularly susceptible to automation and requiring buildings with large floor areas (such as information processing or "back office" functions) have sought more outlying sites and in some cases have chosen locations outside the C-3 districts to meet their space needs.

In addition to concern about displacement of non-office activities and loss of large "back office" activities, rapid growth of downtown office space has led to concern about the physical scale of development and its effect on urban form including skyline, sunlight and wind, open space, preservation of architecturally important buildings, and transportation.

As long as potential problems in these areas are avoided, downtown will remain the primary location for those activities of commerce attracted to San Francisco for its "image," its accessibility, close association with similar firms, support commercial services available, the variety of restaurants, entertainment, clubs, hotels, retail services, and the generally urbane quality of the environment.

#### Potential Growth

A number of variables can affect future growth in downtown San Francisco. These include the condition of national, state, and regional economies, costs of land and construction, business location decisions, labor force trends, and local development controls.

Growth could follow a pattern similar to the trend since 1965. Between 1965 and 1983 about 36 million square feet of office space were added. By the end of the century as much as another 18.3 million square feet could be constructed in the C-3 district representing a net addition of space of 16.8 million square feet.

As of mid 1983 there were 5.8 million square feet of office space approved but not completed. The Environmental Impact Report for the Downtown Plan predicts that under the Plan another 10.7 million square feet of office space will be approved and built by 2000 in addition to the 1.8 million planned for Yerba Buena Gardens. This would total 79 million square feet of office space in the C-3 district providing employment for 303,500 city and Bay Area residents.

## THE PLAN

### OBJECTIVE 2

MAINTAIN AND IMPROVE SAN FRANCISCO'S POSITION AS A PRIME LOCATION FOR FINANCIAL, ADMINISTRATIVE, CORPORATE, AND PROFESSIONAL ACTIVITY.

Almost two-thirds of the city's new permanent jobs in recent years have been located in the downtown financial district. This growth--primarily in finance, insurance, real estate activities, and business services--reflects the city's strong competitive advantage in this sector. Since the office sector is the city's major provider of employment opportunities, it is essential that its vitality remain at a high level.

### POLICY 1

Encourage prime downtown office activities to grow as long as undesirable consequences of such growth can be controlled.

Downtown office space expansion during the last two decades has greatly shaped the city economically and physically. This growth, while supporting the economic vitality of the city, has not been without environmental and aesthetic costs. As public facilities become strained, the marginal costs and benefits may indicate limits to growth. Furthermore, the social and environmental costs must be weighed against economic benefits. The costs include:

- Effects of overly-large office buildings on the scale and character of the city;



- Destruction and replacement of many buildings of significant architectural merit;
- Reduction in remaining areas of sunshine reaching streets and publicly accessible open space;
- Effects of street level winds on the pedestrian;
- Effects of commuter traffic on downtown congestion, air pollution, energy use, and consumption of land for parking;
- Overburdened public transit systems that connect the downtown to the city and surrounding region;
- Increased traffic noise;
- Effect of increased employment density on existing services and increased pressures on a limited housing supply; and
- Conversion of existing housing, retail, and service commercial space to office space.

In order for economic and job growth resulting from office space development to continue, these adverse effects must be kept within acceptable limits.

The proposed policies and actions in this Plan are aimed at eliminating, reducing, or controlling the negative effects brought about by further accommodation of downtown office space. The Plan addresses these potential consequences by recommending substantial changes in downtown zoning. These would control the height and bulk of new buildings, as well as encourage the preservation of significant existing buildings. The Plan also contains policies for improving transportation, improving the pedestrian environment, and adding more open space for those who work downtown.

These proposals and others are discussed in greater detail in subsequent chapters of the Downtown Plan.

## POLICY 2

Guide location of office development to maintain a compact downtown core and minimize displacement of other uses.

San Francisco is fortunate to have an extremely well-served, compact downtown office core area that also provides opportunities for growth. The scale of the downtown district plays an important role in attracting employment in the finance, insurance, and real estate industries.

A compact downtown ensures its economic strength and desirability, and makes it easier to service with public transit. Land use controls should continue to encourage growth in a way that enhances the concentration of the downtown office district.

## RETAIL SPACE

Downtown San Francisco's proposed C-3 districts currently contain nearly 8.2 million square feet of retail shops and restaurants serving residents, workers, and visitors (see Map 2). This space provides employment opportunities for 23,000 retail workers, mostly in sales and service occupations.

Retail functions are distributed throughout downtown. The greatest concentration of retail and personal services is in the retail core, generally bounded by Powell, Sutter, Kearny and Market. This area is the center for specialized comparison retail shopping within the Bay Area. It contains nearly 3.4 million square feet of retail stores and restaurants, including six major retailers, each with more than 100,000 square feet (see Table 2).

The Union Square area contains many of the city's finest shops and hotels and, along with Manhattan's Fifth Avenue and Chicago's Michigan Avenue, is one of the strongest downtown retail districts in the country.

TABLE 2  
RETAIL SPACE BY LOCATION  
1981

<u>Location/Store</u>	<u>Sq. Ft.</u>	<u>Sq. Ft.</u>
<b>Downtown San Francisco</b>		
All C-3 Districts		7,756,000
C-3 Retail District		3,372,000
Macy's	545,000	
Emporium	481,000	
Liberty House	212,000	
I Magnin	195,000	
Neiman Marcus	172,000	
Saks Fifth Avenue	112,000	
C-3 Office District		1,706,000
Embarcadero I-IV	164,000	
Crocker Galleria	86,000	
C-3 General District		2,041,000
Chinatown	613,000	
North of Market	1,013,000	
Market-Van Ness	415,000	
C-3 Support District		637,000
<b>Other San Francisco Centers</b>		
Fisherman's Wharf		
Ghirardelli Square		140,000
Cannery		87,000
Pier 39		200,000
Anchorage		45,000
Stonestown		1,050,000
<b>Bay Area Regional Centers</b>		
Serramonte, Daly City		900,000
Tanforan, San Bruno		1,078,000
Fashion Island, San Mateo		860,000
Hilltop, Richmond		1,126,000
Sunvalley, Concord		1,405,000

The downtown office core contains two million square feet of retail establishments. Embarcadero Center and the Crocker Galleria are major shopping destinations. However, most of the retail space is located in the lower floors of office buildings.

The C-3-G zone is a large area that includes Chinatown, the North of Market-Tenderloin area, and the Market-Van Ness area. The C-3-G part of Chinatown contains about 600,000 square feet of stores and restaurants catering to both residents and visitors. The North of Market-Tenderloin area provides about one million square feet of shops and restaurants for both neighborhood residents and visitors.

Retail activity in the Market-Van Ness area serves office workers of the Civic Center area and patrons of nearby performing arts facilities.

Retail trade in the C-3-S zone occupies about 650,000 square feet of space. This is a relatively small proportion of the total space in the district, largely because it has low residential and daytime employment densities, and at present no major visitor attractions except the newly opened Moscone Convention Center. Retail activity in the area is expected to increase sharply as the Yerba Buena Center develops.

At least two other major activities locate near retail activity. Branch banks, providing what are traditionally called retail banking functions, occupy approximately 1.3 million square feet of ground floor space in the C-3 districts. Retail services, such as hairdressers, travel agencies, and medical professionals, occupy approximately three million square feet in downtown San Francisco. A large number of these services are located in upper story office space in the C-3-R district.

In 1982, downtown sales receipts were estimated to be \$1.3 billion. Downtown workers generated about one-third of the total; tourist and visitors about one-third; the rest came from city and Bay Area residents not employed downtown. Most sales downtown were for specialty items (\$390 million), which include gifts, jewelry, books, art, and stationery. Other major sales categories were general merchandise (\$230 million), apparel (\$190 million), and food and drink (\$210 million).



insert

Map 2  
GROUND FLOOR USE





## Trends

Overall, growth of retail sales has more than kept pace with inflation during the last decade. During the same period retail employment increased by about ten percent and the number of establishments increased by about 15 percent citywide.

Approximately 500,000 square feet of net additional retail space is currently under construction or approved and an additional 200,000 square feet of space is under review for the C-3 districts.

Growth has caused some decentralization and fragmentation of the traditional retail core. Embarcadero Center and Crocker Galleria are examples of sizable new retail development outside the Union Square area. Tourist and visitor-oriented retail growth has extended from Fisherman's Wharf and Chinatown to Pier 39 and some neighborhood commercial districts, such as Union Street. Visitor-oriented trade is expected for the new Yerba Buena shops and restaurants and the Ferry Building now proposed for renovation. Even with these changes, activity near Union Square remains strong, with the recent completion of two large, high-quality clothing stores: Saks Fifth Avenue and Neiman-Marcus.

Throughout the C-3 districts, smaller-scale, pedestrian-oriented streets are becoming lined with restaurants, shops, and lounges. These commercial-recreation streets, such as Maiden Lane, Belden, and Front between California and Sacramento, are important attributes of the downtown.

Despite the health of retail trade downtown, rapid growth of office space and a diminishing supply of available land in the office core north of Market have led to concern about encroachment of office development into the traditional retail areas. Upper story space traditionally used by retail services could easily be converted for office users able to pay higher rents. Conversions from retail to office space, such as those of the former Sloane's and Livingston's, give rise to the concern.

## Potential Growth

Retail sales in downtown San Francisco are strong and expected to rise along with increases in the numbers and spendable incomes of downtown workers, visitors, and city and Bay Area residents.

Some growth in sales can and will be accommodated by existing retail space. However, new demand will also mean the need for more retail space either in new office buildings, new exclusively retail buildings, or in remodeled space in existing buildings.

Consistent with office development potentials, and growth in population and visitor trade, the amount of retail space in the C-3 district could increase by 1.4 million square feet to a total of more than ten million square feet by the year 2000.

## THE PLAN

### OBJECTIVE 3

IMPROVE DOWNTOWN SAN FRANCISCO'S POSITION AS THE REGION'S PRIME LOCATION FOR SPECIALIZED RETAIL TRADE.

Factors responsible for San Francisco's significant downtown retail trade district include a large number of specialized and attractive shops, proximity to a large, relatively affluent work day population, high usage by city and Bay Area residents, accessibility via an extensive regional and citywide transit system, and the nearby location of major hotels serving a large visitor population. This combination of factors must be maintained and improved to keep the downtown retail sector prosperous.

### POLICY 1

Maintain high quality, specialty retail shopping facilities in the retail core.

The downtown retail shopping area has developed into a compact, highly accessible specialty retail center for the Bay Area. The concentration of quality stores and merchandise allows the retail area to function as a regional, as well as a citywide attraction. The appeal of this district is enhanced by the sunny pedestrian environment in and around Union Square. The city should ensure that further development retains the area's compactness and does not endanger the pleasant environmental setting.

Only growth compatible with existing uses and reinforcing the retail function should be encouraged. Similarly, circulation within the area, and awareness of physical design amenities should be observed in promoting development of the downtown retail sector.

### POLICY 2

Encourage the retail businesses which serve the shopping needs of less affluent downtown workers and local residents.

While the retail district has become a specialized specialty shopping center with higher priced merchandise it need not be exclusively such a center. It can and should continue to serve the needs of lower income shoppers as well. Continued location of stores offering lower priced merchandise should also be encouraged in the retail district and throughout downtown.

### POLICY 3

Preserve retail service businesses in upper floor offices in the retail district.

Personal services such as hairdressers, travel agents, and medical professionals are an important component of the downtown retail sector. Ample space should be provided for such uses.

### POLICY 4

Limit the amount of downtown retail space outside the retail district to avoid detracting from its economic vitality.

It is important to ensure that the convenience shopping needs of office workers and nearby residents are met and that ground floor retail frontage and pedestrian amenities are provided throughout downtown.

However, too much retail space in too many scattered locations could weaken the retail district since its major strength is its concentration of uses.

### POLICY 5

Meet the convenience needs of daytime downtown workers.

Nearly 280,000 people work in the C-3 district in downtown San Francisco. Many eat in nearby restaurants, shop for convenience items during their lunch breaks, or use various retail and personal services. It is important that these shops, restaurants, and services be easily accessible to many workers who may have limited time available during the work day.

### HOTEL SPACE

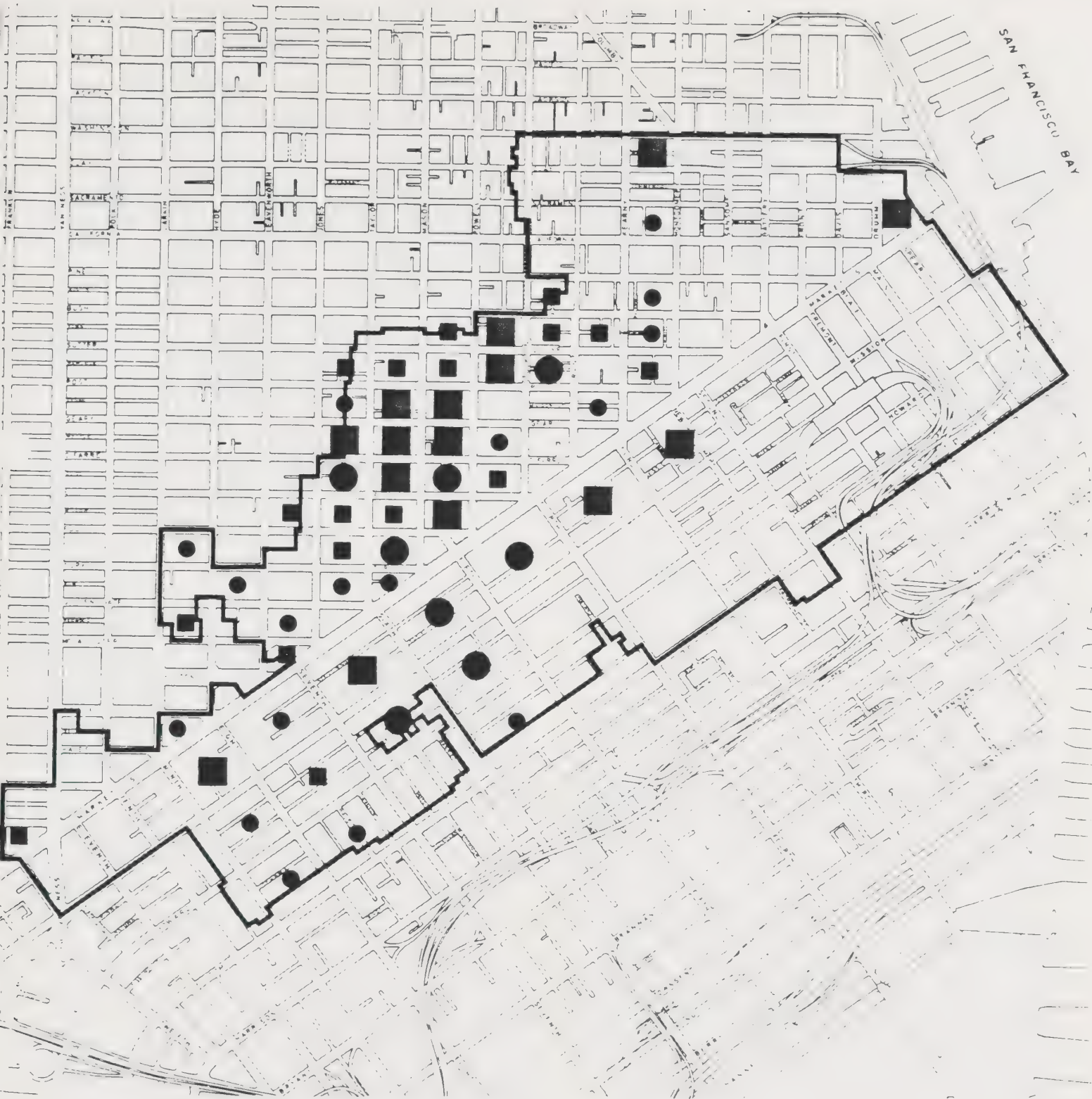
Visitor trade constitutes an important economic base and job source for San Franciscans. It generates substantial revenues in many related economic areas, including transportation, general merchandising, eating and drinking places, other retail trade, personal services, and entertainment and recreation. By far the largest expenditures by visitors are for hotels, followed by restaurants and retail purchases.

Downtown San Francisco's C-3 districts have more than 60 visitor hotels occupying about nine million gross square feet and offering more than 16,000 rooms (see Map 3). These hotels range in size from the San Francisco Hilton with 1,728 rooms to small bed-and-breakfast inns with ten or fewer rooms. However, most have between 100 and 250 rooms (see Table 3). These hotels cater to conventioners and tour groups, as well as to individual business travelers and tourists. Most of the hotels in the C-3 district are clustered in the C-3-G and C-3-R districts around Union Square and to the west.

TABLE 3  
TOURIST HOTELS  
WITH MORE THAN 100 ROOMS

	<u># of Rooms</u>
<b>Within C-3 Districts</b>	
Hilton	1,728
Westin St. Francis	1,189
Ramada Renaissance	1,040
Hyatt Regency	803
Meridien	700
Hyatt on Union Square	694
Sheraton Palace	596
Holiday Inn-Financial District	566
Holiday Inn-Union Square	416
Sir Francis Drake	415
Four Seasons-Clift	405
San Franciscan	397
Yerba Buena	301
Stewart	296
Californian	263
Canterbury/Whitehall	250
Bellevue	250
Others with 100-250 rooms (41 hotels)	<u>5,318</u>
<b>C-3 TOTAL (56 hotels)</b>	<b>13,887</b>
<b>Outside C-3 District</b>	
Holiday Inn-Fisherman's Wharf	833
Fairmont Hotel	694
Sheraton-Fisherman's Wharf	525
Holiday Inn-Van Ness	500
The Stanford Court	402
Mark Hopkins	400
Cathedral Hill	400
Others with 100-299 rooms (10 hotels)	<u>1,910</u>
<b>OUTSIDE C-3 TOTAL (17 hotels)</b>	<b>6,364</b>
<b>GRAND TOTAL</b>	<b>20,251</b>





Tourist Hotel  
(Rooms per block)

- 0- 99
- 100-249
- 250-500
- 500+

— Existing  
C-3 District Boundary



Space for Commerce

Map 3



TOURIST HOTELS

## Trends

Hotel development surged during the last decade. This occurred because of economic growth, rising hotel room rental rates, high occupancy rates, and optimism about the future of tourism, including the potential of Moscone Center. Hotel development took two forms: conversion of residential hotels and construction of new ones.

Many existing residential hotels that had offered inexpensive rooms to permanent San Francisco residents were renovated and converted to more profitable tourist hotels. Concern over the loss of this low income housing led to the adoption of a residential hotel conversion and demolition ordinance in 1981.

On a larger scale, several convention-serving hotels were proposed in the North of Market and YBC areas. Two have recently been completed: the Ramada (1,040 rooms) and the Meridien (700 rooms) with a combined area of more than one million square feet.

Three projects, totalling 1,439 rooms in about 850,000 square feet have been approved, but are not under construction (Mason, Taylor, Ellis, Turk, 805 rooms; Hilton addition, 410 rooms; and Holiday Inn-Civic Center, 224 rooms). There are currently three projects, totaling 2,565 rooms and 1.5 million square feet, under formal review (Marriott YBC, 1800 rooms; Embarcadero Center West, 391 rooms; and Post-Mason, 374 rooms).

## Potential Growth

In addition to existing and proposed hotels, it is estimated for planning purposes that there could be an additional 3,000 to 3,500 rooms in over two million square feet of space built in the C-3 district by the year 2000.

## THE PLAN

### OBJECTIVE 4

ENHANCE SAN FRANCISCO'S ROLE AS A TOURIST AND VISITOR CENTER.

### POLICY 1

Guide the location of new hotels to minimize their adverse impacts on circulation, existing uses, and scale of development.

Hotels and other visitor-oriented uses naturally tend to locate in geographical proximity to one another just as other sectors of the economy. Proximity to other hotels, restaurants, convention facilities, business appointments, sightseeing interests, other retail, and entertainment enhances visitor appeal. However, too great a concentration of large hotels can overwhelm the scale and character of an existing district or create unmanageable traffic problems. Unchecked pressure to develop additional tourist hotels in mixed residential and commercial neighborhoods can lead to conversion of existing dwelling units for tourist accommodations, as well as alter the orientation of ground floor retail activities.

While it is important to allow hotels to locate in visitor activity areas, downtown San Francisco is compact enough for large new hotels to locate in the South of Market near the convention center and still take advantage of many visitor services located north of Market.



## SUPPORT COMMERCIAL SPACE

Support commercial involves a broad spectrum of functions, including business services, sale and repair of office equipment, printing, wholesaling, distribution, delivery services, blueprinting, and maintenance services. It also involves the so-called back office functions, such as billing, data processing, record storage, and drafting and secondary office functions for sales, wholesale, and distribution activities. Like other categories of commercial space, these functions are distributed throughout the C-3 district and in adjacent areas surrounding the downtown. They also tend to cluster and are more prevalent in the lower rent and lower rise structures at the periphery of the C-3 district.

### Trends

In the past 20 years San Francisco's employment growth has been principally in services; finance, insurance, and real estate; and transportation, communications, and utilities. These jobs are primarily office jobs. Employment growth has caused considerable pressure to develop vacant land for offices, and to convert existing space to office space. These pressures have affected parts of downtown that have traditionally provided non-office and support commercial employment.

### Potential Growth

Support commercial employment and industrial, warehouse, automotive and parking jobs total 44,000—about 15% of all jobs within the C-3 district. These combined categories are projected to continue to have the same share of employment, increasing to about 58,000 jobs by the year 2000. The secondary office component is likely to increase, while the industrial-warehouse component within the C-3 district is likely to decline.

As the office core expands southward to Folsom Street, as is encouraged in this Plan, support commercial activities located there will be displaced. Following the historical pattern, this activity is likely to relocate elsewhere in or near downtown.

A considerable amount of support commercial activities exist in the C-3-G and C-3-S zones between Market and Folsom Street and west of Fourth Street. These contain a number of major back office and information processing buildings where bank and insurance companies conduct data processing and billing functions. They also include numerous smaller firms carrying on a wide range of diverse commercial activities—printing, photo processing, vehicle maintenance, warehousing, paper warehousing, and machinery sales and service. It is unlikely that the support commercial activity in this area will be displaced by prime office functions during the foreseeable future. However, some conversion of older buildings to office space may occur.

## THE PLAN

### OBJECTIVE 5

RETAIN A DIVERSE BASE OF SUPPORT COMMERCIAL ACTIVITY IN AND NEAR DOWNTOWN.

### POLICY 1

Provide space for support commercial activities within the downtown and in adjacent areas.

The strength of the prime office activities concentrated downtown is dependent upon a wide range of support commercial activities nearby. These activities provide a substantial number of jobs and enhance the overall economic vitality of the city and promote diversity in employment. Land use policies should assure the availability of adequate space for these activities.

## THE INTERDEPENDENCE OF ALL SPACE NEEDS IN DOWNTOWN SAN FRANCISCO

The preceding part of this chapter presented background, discussion, objectives, and policies directed to the four main downtown commercial functions. Each of these functions occurs to some extent throughout the entire C-3 districts, but each has one predominant location where most activities are clustered. These concentrations of office, retail, hotel, and support commercial space coincide roughly with the boundaries and primary functions of the four existing downtown use districts.

The C-3-O (Office), C-3-R (Retail), C-3-G (General Commercial), and C-3-S (Support) districts were created in 1968 (see Map 5). Each district has a description in the Planning Code which emphasizes certain uses, but not to the exclusion of other uses. The principal difference between the districts is the density of use (FAR), rather than the types of uses permitted.

The remainder of this chapter discusses the location and intensity of downtown commercial activities. It proposes changes to existing zoning use districts to implement the objectives and policies for Space for Commerce.

## THE PLAN

### OBJECTIVE 6

WITHIN ACCEPTABLE LEVELS OF DENSITY, PROVIDE SPACE FOR FUTURE OFFICE, RETAIL, HOTEL, SERVICE AND RELATED USES IN DOWNTOWN SAN FRANCISCO.

### POLICY 1

Adopt a downtown commercial land use plan which establishes subareas of downtown with individualized controls to guide the density and location of permitted land use.

Doing business downtown is convenient because activities, services, goods, and amenities are closely spaced. Variety in close proximity is the hallmark of major urban centers. Equally important is the relative balance among various groups of activities. Business support services are no less important than prime office space. Hotels, retail stores, banks, personal services, wholesaling, repair services, restaurants, and cultural activities all contribute to the mixture and strength of downtown. They help make it a desirable place to do business and a desirable place to work.

Commercial activities are grouped in clusters downtown. The financial core of banks and office buildings is concentrated on

Montgomery, California and lower Market. The retail core is centered around Union Square. Hotels, theaters, clubs and restaurants are clustered around Mason, Powell, and Geary. Distances between these centers are short, but the edges of each are somewhat blurred with overlapping uses from adjacent activity centers.

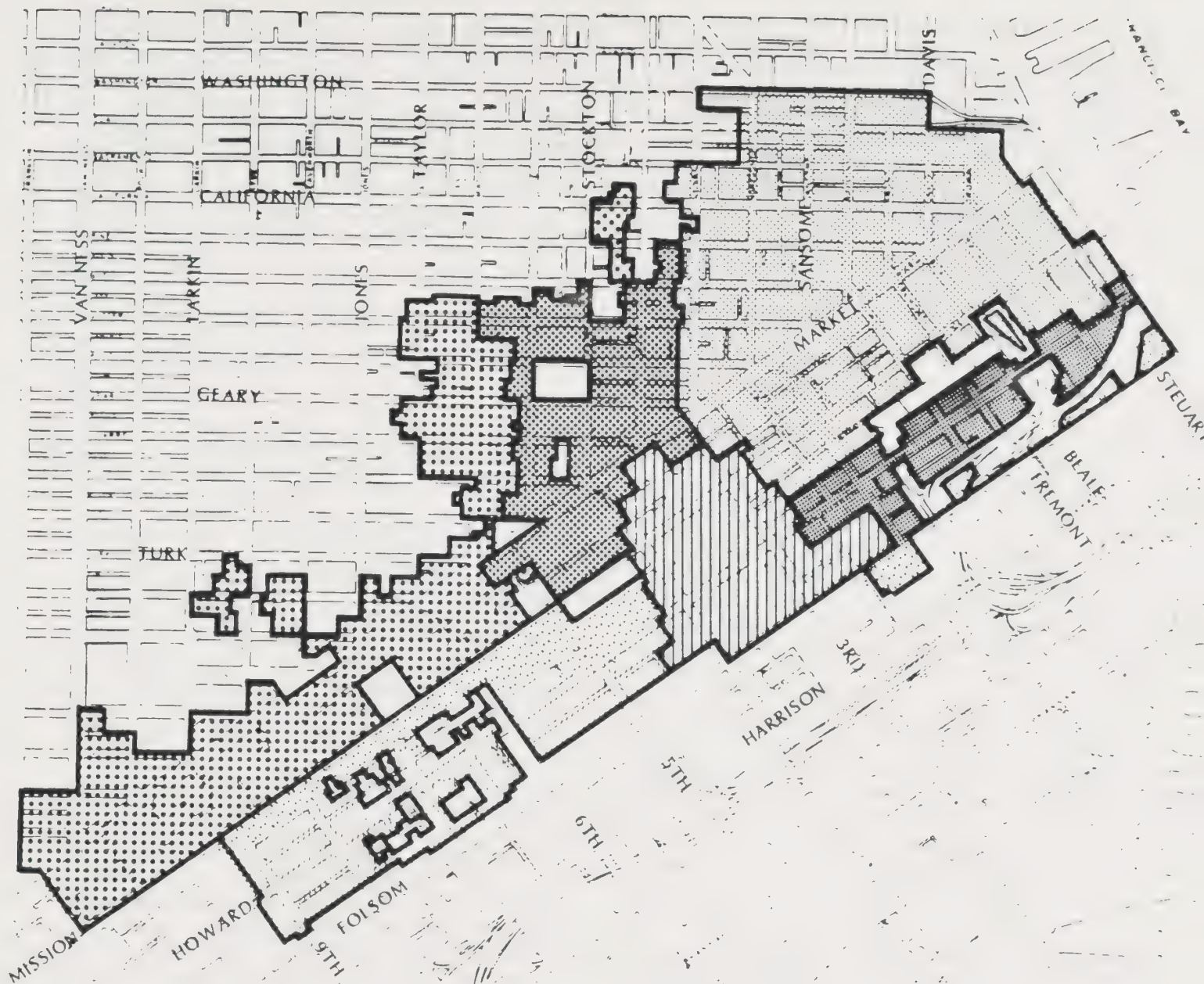
These clusters should be reinforced, each maintaining its predominant activity without losing the essential urban qualities that a mix of uses provides. Major office towers can be constructed on sites remaining in the financial core north and south of Market and in an expanded area south of Market centered on the Transbay Bus Terminal. Concentrating office towers in these locations protects the fine scale and rich mix of uses in Chinatown, Jackson Square, Kearny Street, Union Square, Mid-Market, North of Market-Tenderloin, and the hotel-entertainment area near Mason Street.








Support commercial and secondary office demand can be absorbed in a number of locations: Market Street west of Fifth Street, portions of the south of Market west of YBC, the Van Ness corridor, Second Street corridor south of the C-3 district, Jackson Square, and the northern waterfront. A major new source of space for support commercial and secondary office may also be provided at Mission Bay.

The principal hotel functions are encouraged as part of Yerba Buena Center. The Plan proposes to protect and encourage major retailing along Market Street from Powell to Kearny, in the Union Square area, and along Sutter, Post, Grant, and Kearny Streets.

In addition to supporting large clusters of activities within an overall mix, lively street level activity with ground floor retail uses should be provided throughout the downtown. New development should be permitted and encouraged within the context of traditional values of fine scale, architectural design, pedestrian-oriented active street life with a mixture of uses, sunlit sidewalks and open space, and respect for the quality of the existing development.





PREDOMINANT COMMERCIAL USE TYPE	BUILDING COMMERCIAL INTENSITY		APPROPRIATE ZONING DISTRICT
	DENSITY*	HEIGHT	
 Downtown Office	FAR 10:1	see	C-3-0
 Downtown Office	6:1	Map 15	C-3-0(SD)
 Downtown Retail	6:1		C-3-R
 Downtown General Commercial	6:1		C-3-G
 Downtown Service	5:1		C-3-S
 Downtown Service, Industrial; Housing Conservation	2:1 office; 5:1 other		C-3-S(SU)
 Mixed Use			

See Yerba Buena Center Redevelopment Plan

Map 4



## DOWNTOWN COMMERCIAL LAND USE PLAN

\* Unused FAR may be transferred from preservation and park sites to development sites up to a maximum FAR of 18:1. See Preservation of the Past and Open Space Chapters.





## IMPLEMENTING ACTIONS

- Modify C-3 use districts to conform to the Downtown Commercial Land Use Plan (Map 4).

The rationale for the modifications in district boundaries and controls is discussed below.

### C-3-O DISTRICT: DOWNTOWN OFFICE

#### Function

When this district was first proposed in 1966, it was described as follows:

This district, playing a leading national role in finance, corporate headquarters and service enterprises, and serving as an employment center for the region, consists primarily of high quality office development. The intensity of development is the greatest in the city, resulting in a notable skyline symbolizing the area's strength and vitality. The district is served by city and regional transit reaching its central portions and by automobile parking at peripheral locations. Intensity and compactness permit face-to-face business contacts to be made conveniently by travel on foot. Office development is supported by some related retail and service uses within the area, with unrelated uses excluded in order to conserve the supply of land in the core and its expansion areas for further development of major office buildings.

#### Changes in Use and Character

While the primary function of the C-3-O district remains essentially the same today, in the 17 years since the district was first proposed the amount of office space in the district has grown substantially--from 18 million square feet to 42.7 million square feet.

In addition to that amount of office space, the district currently contains 2.1 million square feet of retail and 1.9 million square feet of tourist hotels. Other uses bring total development to almost 50 million square feet.

About one million square feet of net additional space is under construction, 2.3 million square feet has been approved but construction has not started, and 2.3 million square feet is in formal review, but not approved.

The density of development in this district as of 1981 is shown on Map 7. Most development is located north of Market Street, which for many years has been the edge instead of the spine of development. Although Pacific Telephone had located on New Montgomery and Howard in 1925, developing major office buildings south of Market Street was still resisted in 1966. Now Mission Street is more acceptable as a prime office location. There is development interest within the Transbay Terminal loop, where one building of 300,000 square feet has been approved and another is under formal review.

Nevertheless, the premiere office location remains in the "golden triangle" formed by California, Montgomery and Market Streets. With the number of sites diminishing in this preferred location, office development adjacent to all three sides has grown rapidly. Under current controls, expansion of the high density office core is likely to continue north toward the Jackson Square area, to the west toward the Union Square and Chinatown areas as well as South of Market.

If development pressures on the north and west are not diverted, it is likely that lowrise areas on Kearny Street, Belden Street, Front Street between California and Sacramento, and the three quarters of a block at Sansome, Sacramento, Montgomery and Clay, all of which contain many architecturally significant buildings, will be redeveloped with highrise structures.

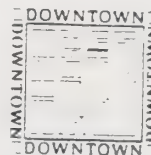
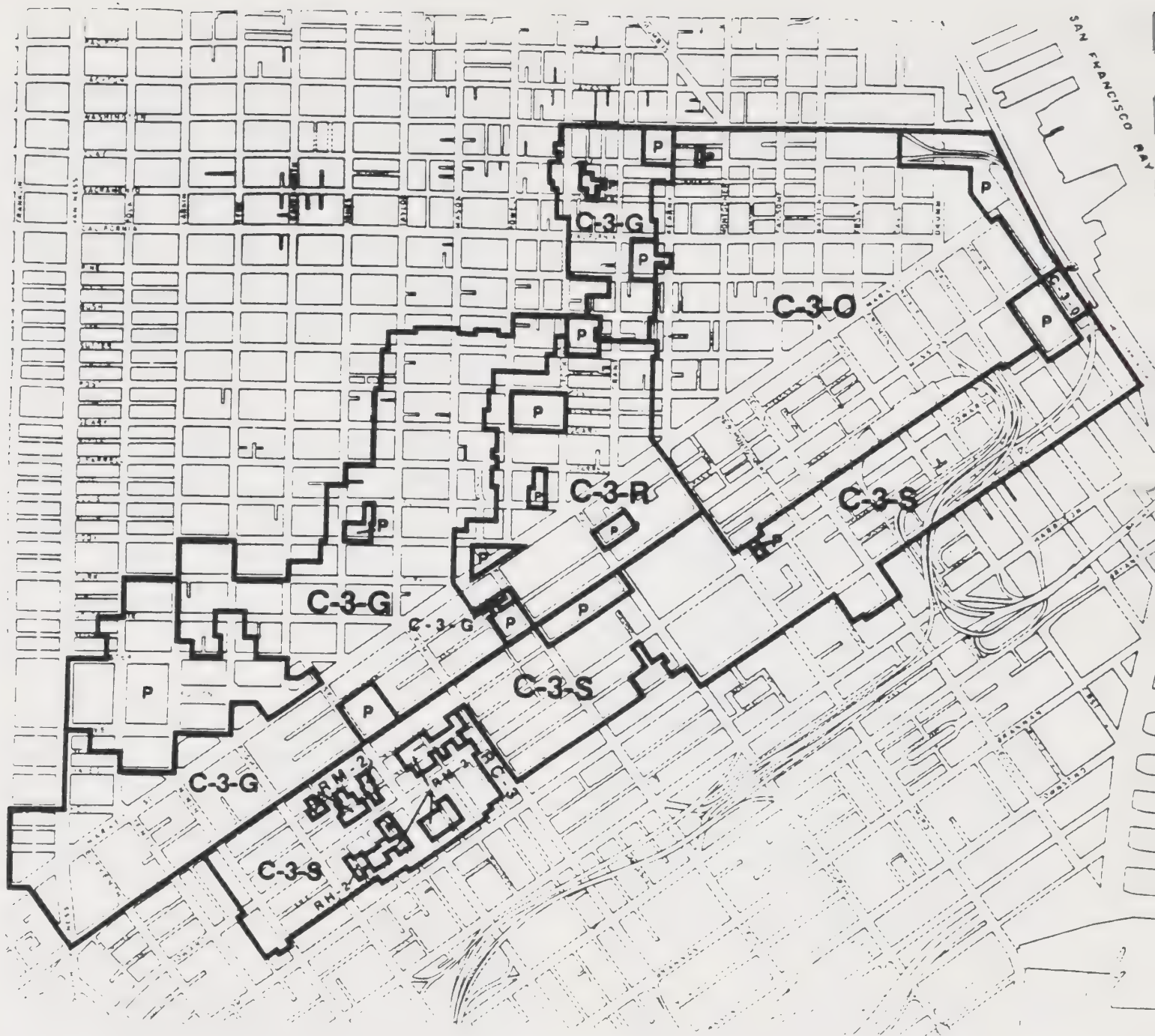
In addition to the office space currently under construction, approved, and under formal review in the C-3-O district, demand could support another nine million square feet of space by the year 2000. In addition, 600,000 square feet of retail space and 150,000 square feet of hotel could be added to the C-3-O district by the year 2000.

### CHANGES IN C-3-O CONTROLS

- Lower base FAR from 14:1 to 10:1.

The current overall intensity of development on land exclusive of public rights of way is equivalent to an FAR of 8.7:1 (8.7 square feet of building area for each square foot of land area).

There are no clear rules regarding how much development could occur in this district without destroying the very qualities that make it a desirable place to conduct business. The implications and limits of high density have been debated without resolution since the skyscraper first became technologically feasible a century ago.



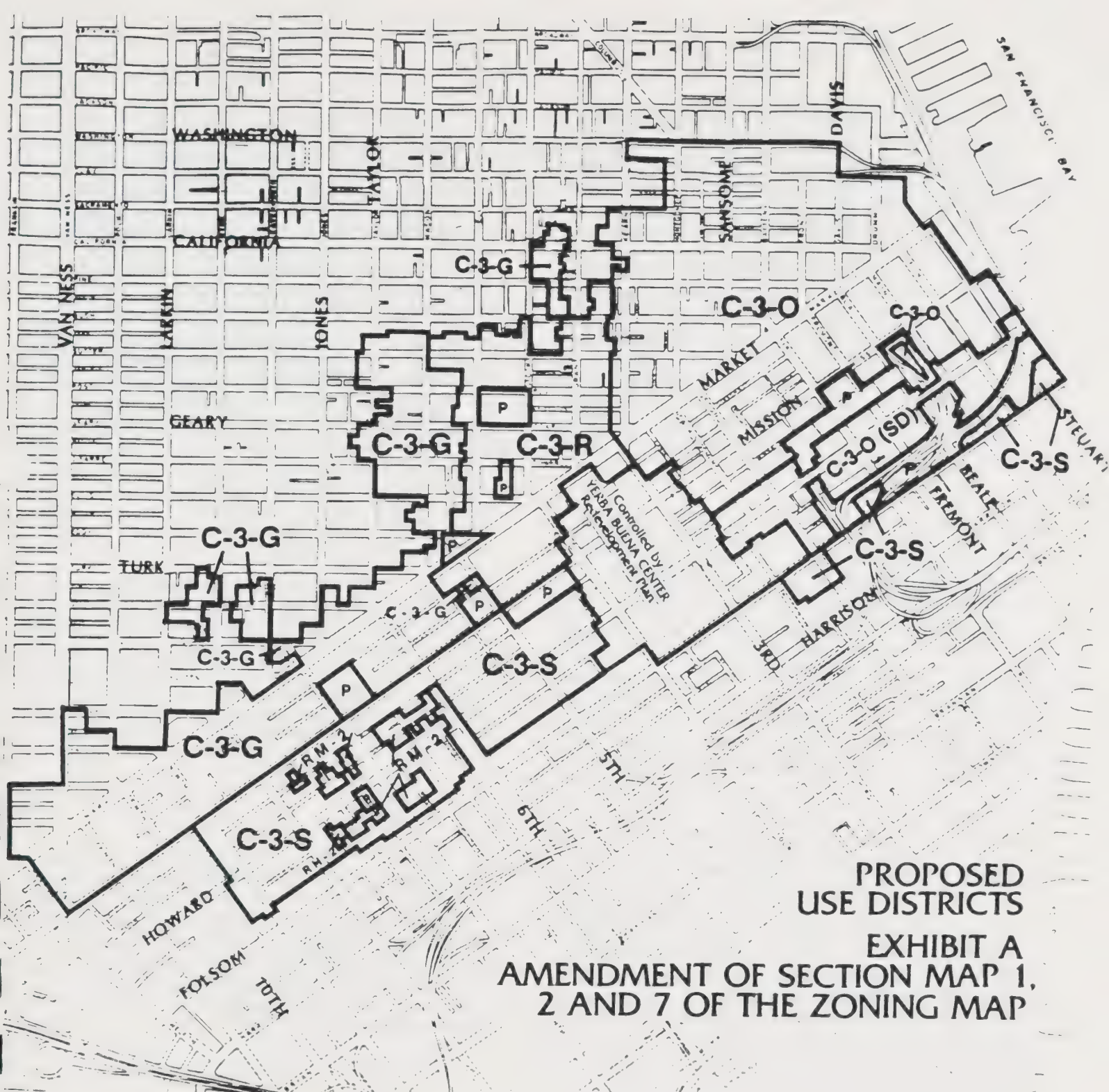
Space for Commerce

Map 5

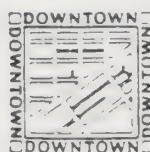


EXISTING  
C-3 USE DISTRICTS





**PROPOSED  
USE DISTRICTS**  
**EXHIBIT A**  
**AMENDMENT OF SECTION MAP 1,  
2 AND 7 OF THE ZONING MAP**



Space for Commerce

Map 6



**PROPOSED  
C-3 USE DISTRICTS**

The current base FAR for the district is 14:1. If all the projects which are approved or are under formal review were built and added to space under construction, and then if all the lots not developed at 14:1 FAR or more were developed to that density, an additional 28 million gross square feet could be added to the district. This represents about a 50% increase in space. Because some sites are already built at a density in excess of 14:1, the overall density of the district at full build-out would be 15:1. This "full build-out" is not likely to occur since, for example, it would not be economical to demolish a large building to replace it with a somewhat larger one. However, full build-out could be approached over time as development sites become more and more scarce.

At 10:1, the projected growth within C-3-O to the year 2000 could be comfortably accommodated while at the same time preserving the important architectural assets of the C-3-O district, providing adequate open space and achieving more graceful and less bulky buildings. This conclusion is based on an analysis of the building potential under the proposed height, bulk, and other rules for development opportunity sites. These are sites where existing development is low density, not architecturally significant or contributory, or proposed for open space.

The maximum allowable square footage of individual development sites would be constrained by height, bulk, sunlight access, and other urban form requirements. In most cases that maximum would exceed the square footage allowed by the proposed base 10:1 FAR. Additional square footage could be obtained for use on the development site by acquiring TDRs from architecturally significant or contributory buildings or off-site open space (see Preserving the Past and Open Space). However, the total built FAR of the development site and the preservation or open space site or sites, taken together, could not exceed 10:1.

- **Revise district boundaries.**

Six changes to the C-3-O district boundaries should be made, two additions and four deletions.

- Rezone C-3-S east of YBC as a Special Development District, C-3-O(SD).

Most of the existing C-3-S zone east of YBC bounded approximately by Natoma on the north, Folsom on the south, and the Embarcadero on the east is proposed to be reclassified as a special development district. It is designated as a receiver area for the transfer of development rights from architecturally significant and contributory buildings or under certain conditions, from unrated buildings in conservation districts or, in some cases, portions thereof (see Preserving the Past). It is intended to serve as an extension of the downtown office district. The district's base FAR could be increased to the height and bulk limits with Transferable Development Rights. Except for the difference in base FAR, the district will have all the attributes of the C-3-O district. The base FAR would be 6:1, but the ground floor uses which are to be excluded from the FAR calculation in the C-3-O (see p. 29) would be excluded here as well.

The Plan proposes to expand the C-3-O district southward generally to Folsom Street. Taking the existing C-3-O district together with this expansion area, (with a base FAR of 10:1 in the existing C-3-O and 6:1 in the expansion area), there are enough appropriate development sites to accommodate more than twice the amount of additional office development projected to the year 2000.

- Remove Chinatown properties from C-3-O.

Portions of three blocks between Sacramento and Washington Streets along Kearny Street are more appropriately part of Chinatown than the downtown office district. This area, together with C-3-G portions of Chinatown, is proposed for deletion from the C-3 Downtown business district and inclusion in a new special mixed-use district to be developed for the whole of Chinatown.

- Delete the YBC redevelopment project area.

The YBC redevelopment project should be deleted from the C-3 districts. Land use controls for the project area are contained in the Redevelopment Plan and the disposition agreements entered into with individual developers. Current development in YBC includes about 4 million square feet of office, convention and other related facilities. The Redevelopment Plan allows a total of eight million square feet of mixed use development.



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Map 7

BUILDING INTENSITY





Because the YBC Project when completed will include a wide mixture of uses and special controls that essentially differ from the several zoning districts within its boundaries, a special zoning district should be created to deal specifically with the characteristics of YBC.

The YBC area will not be fully subject to provisions of the Planning Code until the year 2006 (40 years from the date of the adoption of the Redevelopment Plan in 1966). After all agreements disposing of property in YBC have been executed and the development pattern of the area has been set such a zoning district should be developed and legislated. In the meantime the project area would be deleted from the several zoning districts in which it falls.

The Redevelopment Plan is based on the Planning Code controls in existence when the plan was adopted and as a consequence the controls are more permissive in allowable height and density than that proposed for the C-3 districts which abut the project area on three sides. On the other hand, the actual development which has occurred in, or which is planned for, the project area will, in the aggregate, be less in height and density than that which the Redevelopment Plan allows. The zoning which is developed to control the area upon the expiration of the Redevelopment Plan should reflect the actual development pattern in the area and be compatible with the allowable height, density and other rules which are applicable in adjacent C-3 areas.

- Include Hartford Insurance building in C-3-O.

The Hartford Insurance building on California Street immediately west of Kearny and currently zoned C-3-G, is proposed for inclusion in the C-3-O district because its scale and use are consistent with the character of the financial core.

- Include Rincon Annex in C-3-O.

Rincon Annex, on Mission west of Spear, is currently zoned P and is proposed to be zoned C-3-O since it is being converted to private use.

- Rezone Transbay Terminal and bus and freeway ramps.

The Terminal, bus and freeway ramps in the vicinity of the terminal are publicly owned and are in public use. They should be rezoned from

C-3-O and C-3-S to P (Public). The purpose of the P-zone designation is primarily to recognize government ownership and existing land uses. The designation is not meant to preclude future development opportunities.

Underground extension of the Caltrain Peninsula commuter train service to Transbay Terminal is under active study. If implemented it could involve acquisition by the State of California of the property between Transbay Terminal, the Terminal bus ramps and Howard Street for an underground train station.

The Terminal site should serve as a focal point for the extension of the downtown office district south of Market Street to the Special Development District. Because of the opportunity for building development in conjunction with transit improvements and public amenities, such as usable open space and pedestrian malls, the future development of the Transbay Transit Terminal site and contiguous property should be subject to a unified and comprehensive planning approach. The Terminal site and contiguous property could be rezoned to P (TD), Public (Terminal District). Within this area, height limits could be adjusted to allow development concentrated on fewer sites in exchange for developed open spaces, transportation improvements, and pedestrian amenities. Individual buildings, as well as the development plan for the entire area, would be subject to the Plan's open space, urban form, and design review procedures.

- Encourage public serving uses on the ground floor.

The following uses and functions are encouraged on the ground floor of lots in the C-3-O and C-3-O(SD) district: retail and personal service uses; restaurants; building circulation; open space features; pedestrian circulation; cultural, recreational and educational facilities available to the general public; and building service. The retail and personal service space should be designed to meet the convenience shopping and service needs of nearby workers rather than become major shopping destinations; as such it should consist primarily of smaller spaces. All of these uses located on the ground floor should be excluded from the calculations of allowable gross floor area. The policies of this Plan, such as those regarding active retail frontage along pedestrian ways, off-street loading, open space, and pedestrian circulation should be utilized in allocating ground floor space.

## C-3-R DISTRICT: DOWNTOWN RETAIL

### Function

In 1966, when this district was proposed, it was described as follows:

This district is a regional center for comparison shopper retailing and direct consumer services. It covers a compact area with a distinctive urban character, consists of uses with cumulative customer attraction and compatibility, and is easily traversed by foot. Like the adjacent Downtown Office district, this district is well served by city and regional transit, with automobile parking best located at its periphery. Within the district, continuity of retail and consumer service uses is emphasized, with encouragement of pedestrian interest and amenities and minimization of conflicts between shoppers and motor vehicles. A further merging of this district with adjacent, related districts is anticipated, partially through development of buildings which combine retailing with other functions.

### Changes in Use and Character

In the 17 years since this zoning district was proposed, some physical changes have occurred in the area, particularly around Union Square and major changes in the block from Third to Fourth, Market to Mission in the YBC project. With these exceptions, however, the general physical character and function of the district has remained the same.

Much of the large block zoned C-3-R from Third to Fourth Streets, Market to Mission was cleared as part of the YBC project. The remodeling and expansion of the Aronson-Mercantile building on the northwest corner of Mission and Third and the construction of the Meridien Hotel on Third are the only new developments in this area thus far.

The Hyatt Hotel on Union Square with retail frontage on Post, the new Saks Fifth Avenue and Neiman Marcus stores, and Macy's two new Geary Street entrances, have significantly reduced the architectural mixture of rich facades produced around Union Square during the post-fire period.

On the other hand, while it has retained its rich, architecturally cohesive facades, Grant Avenue has lost its virtually continuous collection of women's specialty shops which made the name of the avenue synonymous with high fashion.

The C-3-R district currently contains about 12 million square feet of development, 4.6 million square feet of office, 3.4 million square feet of retail, and 1.9 million square feet of tourist hotels.

In the C-3-R district about 750,000 square feet of development are under construction, and 350,000 square feet are approved but not yet under construction. There may be demand to add another 700,000 square feet of space by the year 2000.

### CHANGES IN C-3-R CONTROLS

- Lower the base FAR from 10:1 to 6:1.

The C-3-R district is currently built to an overall density of 6.7:1 (see Map 7). Excluding sites with development under construction, approved, and under formal review an additional 6.8 million square feet of space could be constructed in the district at the currently allowable FAR of 10:1. Development approaching that overall intensity would destroy the existing scale and character of the district.

It is proposed that the base FAR be reduced to 6:1. The lowering of the overall allowable density to that more closely fitting the existing development pattern would help preserve the character and quality of this retail area and lessen the pressures for more large scale office and hotel development. This change is consistent with proposals to lower the height limits, preserve sunshine and pedestrian amenities on sidewalks within the district (see Urban Form), and the proposal to create a conservation district to facilitate the retention of the many architecturally significant buildings in the district (see Preserving the Past). The projected demand for retail space can be accommodated within this lowered FAR. Recent major retail construction has been built to FARs less than 6:1.

The lowered overall allowable density would still permit individual structures, up to 130 feet in height or to exceed the 6:1 FAR for their individual sites by purchasing TDRs from architecturally significant and contributory structures or park sites within the C-3-R zone.



- Revise district boundaries.

Three changes to the C-3-R district boundaries should be made, one addition and two deletions.

- Add areas at north edge of C-3-R.

The C-3-G parcels along the south side of Bush Street from west of Grant to west of Kearny and central portion of the block bounded by Bush, Kearny, Pine, and Grant are proposed to be added to the C-3-R. The parcels on both sides of Sutter from Mason to just west of Stockton are proposed to be added to C-3-R from C-3-G. The smaller scale of most of these buildings in these areas and their continuous ground floor retail development make them more appropriately part of the retail district.

- Delete YBC from C-3-R.

Those areas of the YBC redevelopment project in the block bounded by Market, Third, Mission and Fourth should be deleted from the C-3-R and included in a future new Yerba Buena Center Mixed Use district (see discussion under Revise C-3-0 boundaries).

- Delete Mason Street from C-3-R.

The parcels between Mason and Cyril Magnin Street from Market to north of Eddy are proposed to be deleted from C-3-R and designated C-3-G. This area west of Hallidie Plaza is more appropriately part of the hotel, entertainment, and related commercial uses that comprise the Mason Street corridor of the C-3-G zoning district. One residential parcel currently zoned C-3-R at the southeast corner of Mason and Eddy is proposed to be deleted from C-3-R and added to a new North of Market Mixed Use District, which is designed to protect residential uses.

- Make retail uses the primary uses of the ground floor.

The predominant use of ground floor space within the C-3-R district should be retail uses such as stores, restaurants, bars, and 'retail'

services. Space fronting on pedestrian rights-of-way should be principally devoted to windows, display space and other uses which are of interest to pedestrians, except for required building entries. Blank walls should be allowed only if circumstances indicate no feasible alternative. Bank lobbies serving retail banking functions, airline ticket offices, and other services with limited pedestrian interest generally should be small scale and should not disrupt active retail frontage.

- Generally limit offices to those providing services to the general public and permit large scale offices only by conditional use.

Given the proximity of the retail district to the financial district, there will inevitably be pressure for medium scale office functions to locate in the retail district, particularly at its eastern edge. To assure the availability of a supply of smaller spaces for personal services, which are an important component of the downtown retail sector, offices should be generally limited to business and professional offices offering on-site services to the general public. Therefore, the size of individual office spaces in the C-3-R district as a general rule should be limited to 5,000 square feet.

- Permit hotels only by conditional use.

Major hotels even with continuous retail frontage are not compatible with active pedestrian streets. The traffic they generate, including taxicabs, private automobiles, limousines, and tour buses creates congestion on both streets and sidewalks. Sidewalk indentations and large porte-cochere driveways to accommodate this traffic break the retail frontage and conflict directly with pedestrian movement. Therefore, within the C-3-R district, only hotels of 200 rooms or less should be permitted as of right. Hotels with more than 200 rooms could be permitted as conditional uses, but only if it can be shown that they will not disrupt traffic, transit, pedestrian flows, and the retail character of the district.

## C-3-G DOWNTOWN GENERAL COMMERCIAL

### Function

In 1966, when creation of the district was proposed, it was described as follows:

This district covers the northern and western portions of downtown and is composed of a variety of uses: retail, offices, hotels, entertainment, clubs and institutions, and high density residential. Many of these uses have a city wide or regional function, although the intensity of development is lower here than in the downtown core areas. As in the case of the other downtown districts, no off-street parking is required for individual commercial buildings, but in this district automobile parking is a major land use serving this district and the adjacent office and retail core areas. In the vicinity of Market Street, the configuration of this district reflects easy accessibility by rapid transit.

### Changes in Use and Character

This district continues to perform the same economic and land use function. Since 1966 there has been some development activity in the area near the Civic Center including major "back office" functions (the Bank of America computer center), several institutional highrises (AAA headquarters), and the city's first mixed-use highrise (Fox Plaza) and new office buildings around United Nations Plaza.

The area immediately west of the retail district contains a major concentration of hotels, theaters and private clubs. It might appropriately be called a hotel-entertainment district. Major hotel development since 1966 has included the Pacific Plaza, additions to the St. Francis and Hilton and the 1,040 room Ramada. Another addition of 410 rooms to the Hilton and a new 805-room hotel at O'Farrell and Mason have been approved, but are not yet under construction. A number of older transient and residential hotels have been remodelled into tourist hotels.

This area includes a substantial amount of high density housing in both apartments and residential hotels. The C-3-G zoning designation

does not protect the apartments or residential hotels from conversion to commercial use. The conversion of a number of residential hotels to tourist hotels led to the enactment in 1981 of the Residential Hotel Ordinance, but apartments remain unprotected.

The northeastern portion of the C-3-G includes a substantial part of Chinatown. It has not changed significantly since 1966 but there are pressures from the expanding office core.

The total development in the C-3-G district, excluding the Chinatown area, is 20 million square feet, including 7.4 million square feet of office, five million square feet of tourist hotel and one million square feet of retail space.

About one million square feet of net additional space has been approved but construction has not started and 400,000 square feet of space is under formal review. Market demand might support an additional four million square feet of space by the year 2000.

### CHANGES IN C-3-G CONTROLS

- Lower the base FAR from 10:1 to 6:1.

The overall density of current development in the C-3-G district, excluding Chinatown, is 4.6:1. The density of development in individual blocks is shown on Map 7.

Over and above the space approved and under formal review, an additional 22 million square feet of space could be constructed in the district (as proposed for revision in the following section) at the currently allowed FAR of 10:1.

The base FAR in the C-3-G is proposed to be set at 6:1. The same exclusions from the FAR calculation (convenience retail uses, building circulation etc.) that apply in the C-3-O district would apply here as well. While the overall commercial intensity permitted within the district would be reduced, the projected demand for office space, hotels, and support commercial could be accommodated comfortably with this lower FAR.

Intensity of development of individual development sites within the district would be constrained by height, bulk, sunlight access, and open space requirements, and not the base FAR. Additional floor area for commercial development above the base of 6:1 may be



obtained by acquiring TDRs from architecturally significant buildings or off-site open space within the C-3-G zone (see Preserving the Past and Open Space) or by developing housing (see below).

- Allow residential uses above the base FAR as conditional uses.

Residential uses should be allowed above the base FAR of 6:1 up to the maximum square footage permitted by height, bulk, sunlight access and open space requirements on a conditional use basis (see Space for Housing).

- Revise district boundaries

Seven changes to the C-3-G district boundaries should be made, six deletions and one addition.

- Remove Chinatown from C-3-G.

Portions of Chinatown currently zoned C-3-G along both sides of Grant Avenue from Bush to Washington Streets and areas along Stockton from the Stockton tunnel north to Washington are proposed to be deleted from the C-3-G. This area along with the portions of Chinatown which are zoned C-2 and C-3-O are proposed to be included in a new special use district to be developed for Chinatown. Controls will be designed specifically to deal with its unique land use issues.

- Delete Hartford Insurance Building from C-3-G.

The Hartford Insurance Building on California Street west of Kearny is proposed for inclusion in the C-3-O district.

- Delete Nob Hill Parcels from C-3-G.

Several parcels of C-3-G along the north side of California Street east of Stockton are primarily residential in nature and are proposed for rezoning to the adjacent RM-4 district.

- Delete Bush Street parcels from C-3-G.

The C-3-G parcels along the south side of Bush Street east of Powell are proposed for inclusion in the adjacent RC-4 district because their present use is more compatible with that zone. The parcels immediately adjacent to Stockton Street are proposed for inclusion in the C-3-R zone. Those parcels east of Sutter-Stockton garage are proposed for inclusion in the C-3-R, including parcels between Bush and Pine Streets, east of lots facing Grant Avenue.

- Delete Sutter Street parcels from C-3-G.

The parcels along both sides of Sutter Street east from Mason Street to just west of Stockton Street are proposed to be deleted from the C-3-G and included in the C-3-R. They involve a number of smaller scale retail uses along the street that have become an integral part of the retail shopping area, concentrating on art galleries, books and related fine art objects.

- Reclassify the North of Market-Tenderloin to a Mixed Use District.

Substantial areas of housing exist from McAllister Street to Post Street, generally west of Mason Street on lots that are currently zoned C-3-G and C-3-R. These areas are more residential in character than general commercial. To protect this housing from demolition or conversion to nonresidential uses and to more clearly delineate the boundary between the commercial area and the residential area, it is proposed that the area shown on the map, which is predominantly in residential use, be excluded from the C-3-G and C-3-R and put in a new North of Market Mixed Use District. The isolated pockets of housing remaining within the C-3-G would be protected by a provision requiring that demolition or conversion to a nonresidential use be reviewed under the conditional use process (see Space for Housing).

- Add Mason Street parcels to C-3-G.

Those parcels generally along the east side of Mason Street from Market to north of Eddy Street are proposed to be added to the C-3-G district and deleted from the C-3-R district. Development along Mason Street which is not presently in residential use is more appropriately included in the C-3-G district where hotels and entertainment uses are encouraged. The residential use at the southeast corner of Mason and Eddy and that in the southeast corner of Mason and Ellis are to be protected by incorporation into the proposed North of Market Mixed Use District.

- Add Pine Street parcels to C-3-G

Three parcels along the south side of Pine Street are proposed to be added to the C-3-G district and deleted from the RM-4 district. These are in institutional use.

- Encourage provision of retail and personal service uses along the ground floor street frontage.
- Protect existing housing.

It is proposed that existing housing in the C-3-G district be protected by requiring conversion of this housing to any other use to be subject to conditional use review.

## C-3-S DISTRICT: DOWNTOWN SUPPORT

### Function

In 1966, when creation of this district was proposed, it was described as follows:

This district exists primarily to accommodate near the intensive downtown core areas important supporting functions such as wholesaling, printing, building services and parking. Motor vehicle access from freeway ramps to this district is good, and truck and automobile traffic is heavy; at the same time, the district is within walking distance of rapid transit on Market Street. In its eastern portion, the district also serves in part as an expansion area for offices at a lesser intensity than in the Downtown Office district. The district has for the most part been underdeveloped in the past, and opportunities exist for major developments of new uses covering substantial areas.

### Changes in Use and Character

In the 17 years since the district was proposed, a number of changes have occurred. The most dramatic change has resulted from the clearance and redevelopment of the Yerba Buena Center (YBC) project. The two blocks in the C-3-S district between Third and Fourth Street were totally cleared and one block rebuilt with the Moscone Convention Center. Several office buildings and housing for seniors have been constructed along Third and Fourth Street and on Folsom Street east to Second Street. Skid row was removed from Third Street and has gravitated to Sixth Street.

East of YBC, several new office buildings have been constructed in the vicinity of Main, Spear and Howard Streets and a new telephone company building has been constructed at Second and Howard.

The area east of YBC currently contains about 4.6 million square feet of development including 3.2 million square feet of office space. About 500,000 square feet of net additional office space have been approved. An additional 2.9 million square feet of space could be added by the year 2000.

West of YBC, there have been other developments such as the Crocker Bank data center at Fifth and Howard and enlargement of the Chronicle/Examiner facilities at Fifth and Mission.

The area west of YBC currently contains six million square feet of development including one million square feet of office uses, 2.1 million square feet of industrial-warehouse and automotive uses, and 400,000 square feet of retail uses.

The area west of YBC also contains substantial amounts of housing--some 1,800 units totaling one million square feet of space. Public policy with respect to that housing has changed substantially over the years. The zoning code enacted in 1960 made these residential uses nonconforming and called for their termination by 1980. The housing was not even mentioned as a significant use or function in the 1966 description of the C-3-S district quoted above. In 1973, the date terminating the nonconforming use was removed from the code in recognition of the hardships that termination would impose, but the housing remained a nonconforming use. In the 1978 citywide residential rezoning, some 800 housing units west of YBC were protected from conversion by the rezoning of certain areas to RM-2, RH-2 and RC-3. The balance of some 1,000 units were made conforming uses by the 1978 rezoning, but they remained in the C-3-S district and were not protected from conversion or demolition.

There may be demand for an additional two million square feet of development in the area west of YBC by the year 2000.

### CHANGES IN C-3-S CONTROLS

- Lower the base FAR from 7:1 to 5:1.

The density of current development in the portion of the district east of Third Street is 2.5:1. West of Third Street, the density is 2.2:1. The density by block is shown on Map 7.

Allowable density is currently an FAR of 7:1. Residential uses are included in the FAR allowance. Comparing built density to allowable density on a lot by lot basis indicates that theoretically, an additional 13 million square feet of development could be permitted in the area.



The base FAR for commercial space in the C-3-S is proposed to be set at 5:1 as opposed to the current 7:1 with exception of certain ground floor uses. Although the overall potential intensity of commercial development within the district will be reduced, the projected demand for support commercial space in this district can be readily accommodated with the lower FAR.

The large blocks, together with the height and bulk and FAR rules for this area would encourage low, less expensive buildings with large floors appropriate for "back office" functions. The area is well served by transit and does not have the substantial parking requirements which add considerably to the cost of providing support commercial offices in areas outside the C-3 districts.

- Adopt provisions of the South of Market Housing and Industrial Conservation Interim Special Use District as further limitations on C-3-S zoning in the portion of the C-3-S district covered by that Special Use District.

The Board of Supervisors has adopted an ordinance imposing interim controls for most of the C-3-S District west of YBC as well as portions of the M-1 District. The controls are in force until July 1, 1985 by which time a study is to be completed and new controls proposed. Under the terms of the ordinance the FAR for any office use is reduced to 2:1 from the 7:1 allowed under the existing permanent controls.

In the portion of the C-3-S district covered by the ordinance (see map on page 21) the Downtown Plan could:

- 1) continue existing controls until completion of the study and imposition of new controls,
- 2) develop new underlying permanent controls at this time, or
- 3) adopt the interim controls as the permanent controls until completion of the study and imposition of new controls.

The latter alternative seems most appropriate because existing permanent controls are inadequate and to develop new ones at this time would prejudice the outcome of the study. It is therefore proposed that the interim FAR for office uses be adopted at this time as the underlying permanent FAR. This controls can be changed again, as appropriate, when the study is completed.

- Allow residential uses above the base FAR as conditional uses.

Residential uses should be allowed above the base FAR of 5:1 up to the maximum square footage permitted by height, bulk, sunlight access and open space requirements on a conditional use basis (see Space for Housing).

- Revise district boundaries.

Two substantial changes to the C-3-S district boundaries should be made.

- Rezone area east of YBC from C-3-S to C-3-O(SD).

The Plan proposes the C-3-S area east of YBC as an extension of the C-3-O office district (see C-3-0 District).

- Delete Yerba Buena Center from C-3-S.

All the area zoned C-3-S within the YBC project boundary is proposed for deletion (see discussion under C-3-0 District).

- Require ground floor retail along the street frontage.

The nature and amount of ground floor retail space should be oriented to the convenience shopping needs of nearby workers and residents.

- Protect existing housing.

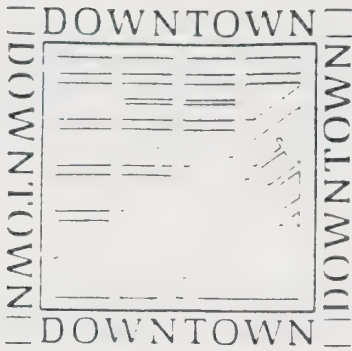
It is proposed that existing housing in the C-3-S district be protected by requiring conversion of this housing to any other use be subject to a conditional use approval (see Space for Housing).





RESIDENTIAL HOTELS

Amit Ghosh



# SPACE FOR HOUSING

## BACKGROUND

Housing close to downtown contributes greatly to downtown vitality, helping to ensure that it remains active after working hours.

Housing downtown consists of apartments, condominiums, and residential hotels. According to the 1980 Census, the ten downtown census tracts contained about 22,000 housing units. Renters lived in 98% of the occupied units. The classification of some residential hotels as "group quarters" indicates that probably more housing units exist downtown than were counted by the Census.

As shown on Map 8, residential hotels are concentrated in Chinatown, North of Market, and South of Market along Sixth Street. More than two-thirds of the city's 20,500 residential hotel units are in the downtown area.

Apartment buildings, shown on Map 9, are concentrated west of downtown. Many of these buildings have ground floor commercial uses. Smaller duplexes and sixplexes are located along some of the narrower interior streets South of Market. New construction in the last decade has involved primarily large-scale condominium projects at the edges of the downtown commercial districts.

The nearly completed Golden Gateway redevelopment project contains about 1,400 new housing units in close proximity to downtown. Several major office projects now under construction, also shown on Map 9, will include about 200 units of upper story housing.

As the downtown office district continues to grow, the pressure to demolish housing or convert it to nonresidential uses will increase. The pressure to some extent comes from commercial and retail activities that need nearby locations to serve downtown business and

workers. Areas most affected are the South of Market (west of the Yerba Buena Center), North of Market (Tenderloin), Chinatown, and North Beach neighborhoods.

Employment in the C-3 district could increase by as much as 90,000 jobs by the year 2000. So that this level of downtown employment growth would not increase the competition for San Francisco housing, it is estimated that 1,000 to 1,500 units a year should be produced.

## THE PLAN

To preserve the scale and character of outlying neighborhoods and promote the vitality of downtown, most new housing should be located adjacent to downtown in underused industrial and commercial areas. At the same time, the existing housing supply in and adjacent to downtown should be protected from demolition or conversion to nonresidential use.

### OBJECTIVE 1

EXPAND THE SUPPLY OF HOUSING IN AND ADJACENT TO DOWNTOWN.

### POLICY 1

Promote the inclusion of housing in downtown commercial developments.

Mixed residential/office building development near the heart of downtown would provide needed housing and add vitality to an area that lacks life at night and on weekends. Various incentives should be provided in appropriate cases to encourage housing in the downtown area.

## IMPLEMENTING ACTIONS

- Allow housing in excess of base FAR in C-3-G and C-3-S districts.



Within the C-3-G and C-3-S districts, the base floor area ratio (FAR) of 6:1 and 5:1 respectively would not apply to dwelling units. On those sites where applicable height and bulk rules would allow more intense development, residential space could exceed the base FAR up to the limit set by the height and bulk rules. Projects exceeding the base FAR would have to be approved as conditional uses.

Residential density limits would be based on building volume rather than a specification of the number of dwelling units allowed per increment of lot area. Determination of the number, size, and mix of housing units would be part of the conditional use review.

- Change certain Planning Code rules to facilitate housing.

Two changes in the Planning Code would facilitate development of housing in C-3 districts. First, the open space requirements for high-density housing should be amended to allow solariums to qualify as usable open space. Second, the rear yard requirements for housing in mixed use structures should be waivable in cases where the design of the project provides adequate usable open space and assures adequate light and air to the residential units and to adjacent properties.

## POLICY 2

Facilitate conversion of underused industrial and commercial areas to residential use.

Opportunities exist for major new residential development in certain areas close to downtown, as shown on Map 10. New housing can be provided there without significant displacement of existing residential units or commercial or industrial activity. In some areas, entire new residential neighborhoods can be created. In others, housing can be introduced on vacant or underused sites adjacent to sites that are and will remain in active commercial or industrial use.

## IMPLEMENTING ACTIONS

- Implement the Rincon Point-South Beach Plan.

The Rincon Point-South Beach Redevelopment project covers 115 acres of vacant and underused land in two locations on the northern waterfront between Mission Street and China Basin. The plan for Rincon Point calls for up to 350 housing units in a mixed use development of the Rincon Annex block.

The plan for South Beach calls for the creation of a new residential neighborhood with about 2000 housing units adjacent to a boat marina.

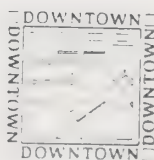
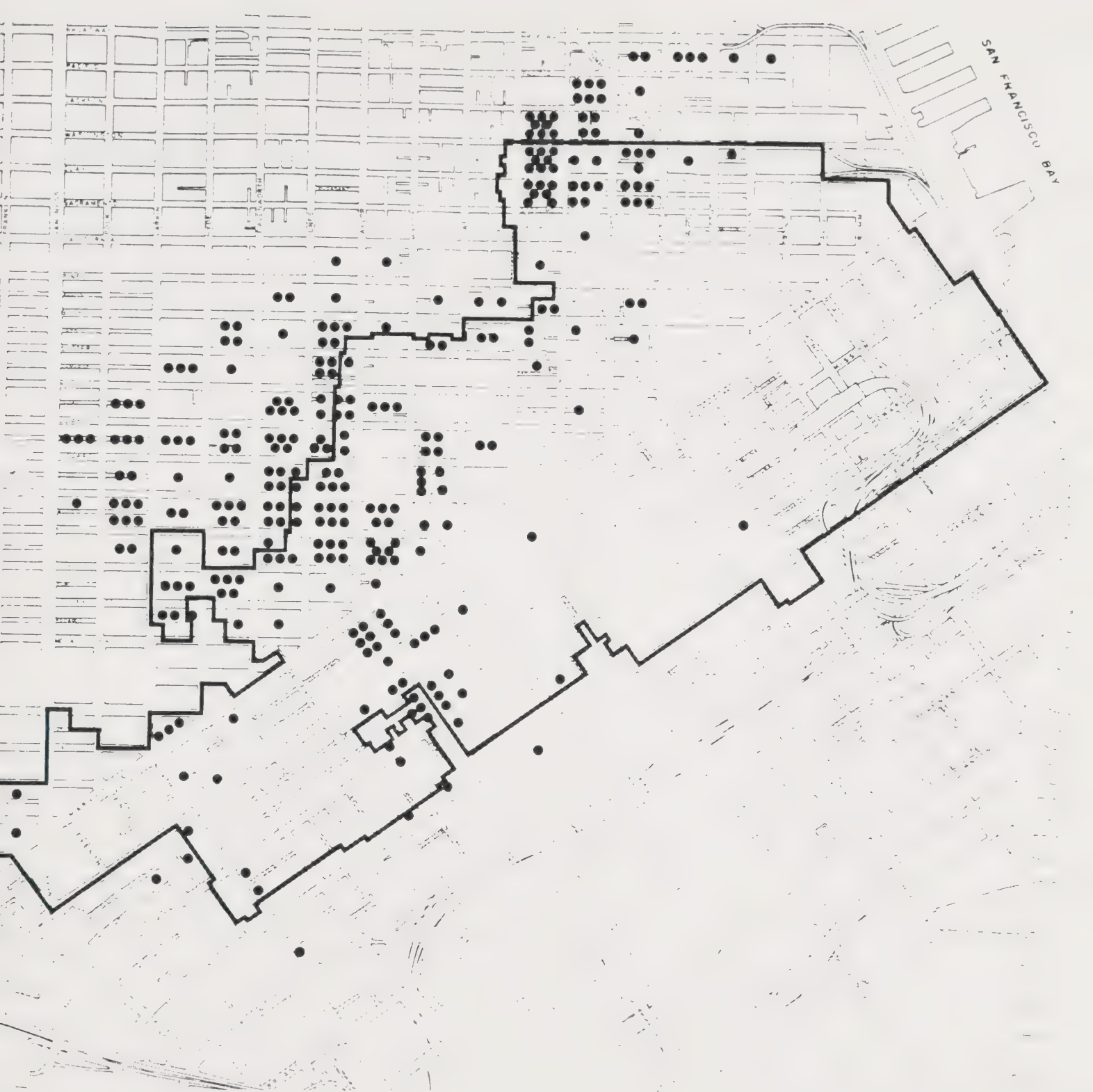
- Implement Yerba Buena Center Plan.

The 81-acre Yerba Buena Center (YBC, Redevelopment project, located in the general area of Market, Harrison, Third, and Fourth Streets, covers portions of the downtown office, retail, and support district. The area, when fully developed, will contain a variety of uses—Moscone Convention Center, offices, hotels, recreational and cultural facilities, shops and restaurants, as well as housing. The housing program calls for approximately 2,800 new dwellings, with approximately 40% for low-income elderly housing. About 860 units have been completed to date, all for low- or moderate-income households.

- Rezone the Van Ness Avenue corridor for mixed use, including high-density housing.

A Plan for Van Ness Avenue proposes land use and urban design controls intended to encourage mixed use and predominantly residential development. The plan recommends a Van Ness Avenue Mixed Use District, which would allow some commercial development but far more extensive residential use than now exists. If all sites were developed to the plan's maximum capacity, up to 5,800 housing units would be added.

The plan subdivides the avenue into five discrete subareas. The area between Redwood Street (just north of McAllister) and Broadway is cited as a development opportunity area, while the areas north of Broadway are shown as housing conservation areas. To encourage housing, commercial development is proposed to be limited to one-third the amount of residential space provided. Other features of the plan include height and bulk standards to ensure stepping back of upper-floor residential uses and special incentives for the preservation and adaptive reuse of architecturally significant buildings.



Space for Housing

Map 8

● Hotel containing 6  
or more residential units

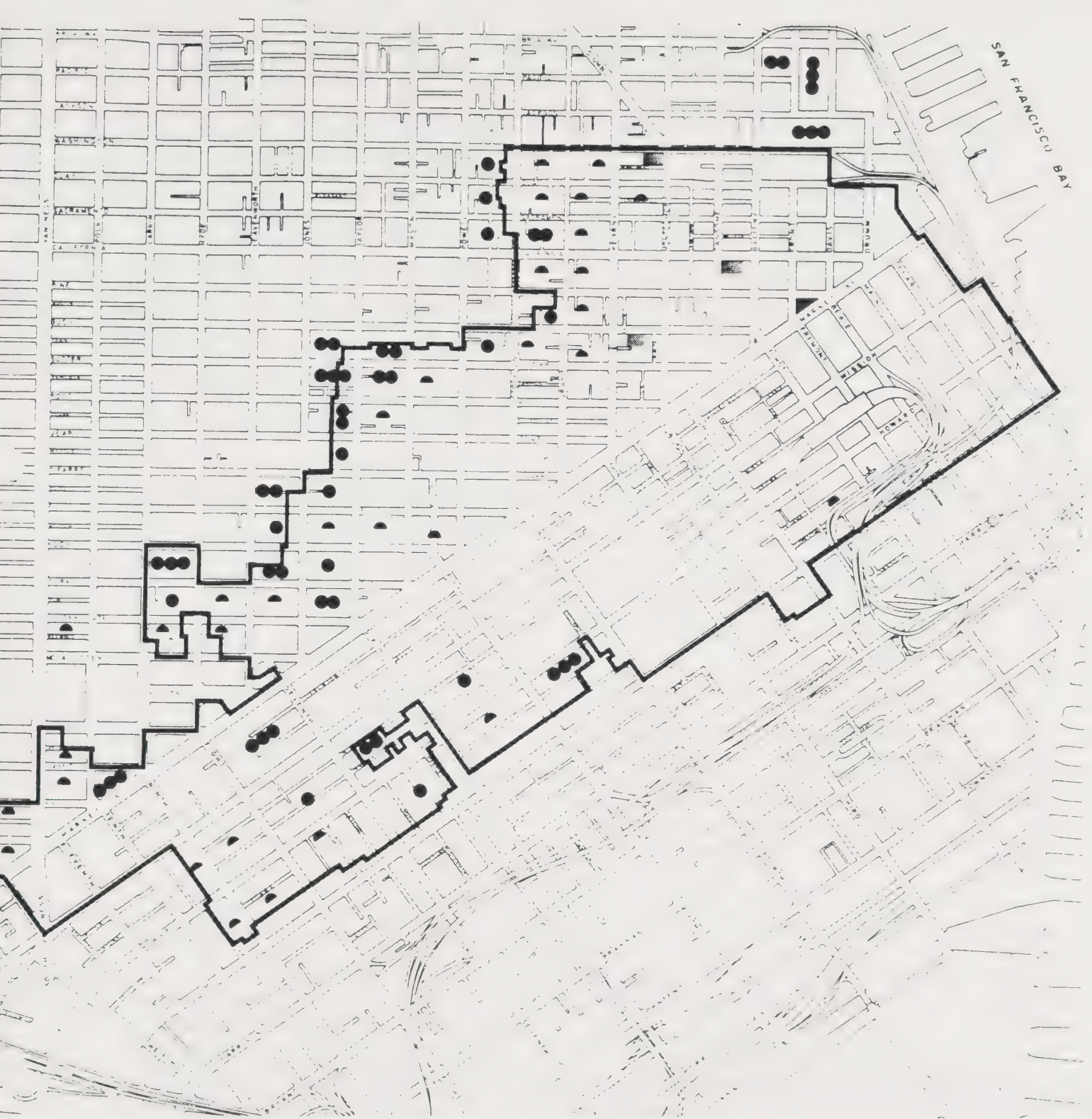
— Existing  
C-3 District Boundary



**DOWNTOWN  
RESIDENTIAL HOTELS**





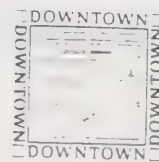


Existing Apartments  
(Units per block, 1983)

- 1-100 Units
- 101-200 Units
- 201-300 Units
- over 300 Units

■ New Housing  
in Mixed Use Projects

— Existing  
C-3 District Boundary



Space for Housing

Map 9

APARTMENT  
UNITS DOWNTOWN



- Rezone Rincon Hill for mixed use including high-density housing.

The Rincon Hill plan and zoning controls cover a 12-block, 55-acre area—immediately north of the Bay Bridge and west of the Embarcadero. The proposed plan would permit the construction of as many as 3,700 housing units. Up to four slender highrise towers are recommended for the middle of the area. These towers would be surrounded by residential midrises. A 14-acre commercial area would buffer the new housing from the bridge and freeway.

- Study rezoning of the Central South of Market Area.

Potential rezoning of this area as a special mixed-use district should be studied. Such a district would be designed to encourage development of new mixed use projects on underused parcels and to protect existing housing.

- Study rezoning of the South Van Ness area.

This small, but geographically distinct, area is well served by transit and is close to Civic Center. It contains some housing and a number of underdeveloped parcels. The study would assess the potential of rezoning the area for moderately high-density residential use.

## OBJECTIVE 2

### PROTECT RESIDENTIAL USES IN AND ADJACENT TO DOWNTOWN FROM ENCROACHMENT BY COMMERCIAL USES.

Residential units existing near downtown are the city's major source of inexpensive housing and are virtually irreplaceable given the cost of new construction and reduced public resources. Therefore, retention of units in and adjacent to the downtown is a key component of the city's housing program.

## POLICY 1

Restrict the demolition and conversion of housing in commercial areas.

Many parts of San Francisco were developed before zoning regulations separated various types of land uses. As a result, many thousands of housing units were built in and around downtown in areas also containing many commercial uses. Many of these areas are currently zoned commercial. Most of these housing units are sound or rehabilitatable and are relatively inexpensive. They represent a significant, irreplaceable portion of the city's housing supply. Yet in many cases, because of their location, it may be profitable to convert them to a nonresidential use or demolish them and use the property for nonresidential use.

In commercial areas where there is a concentration of residential use, a form of mixed residential-commercial zoning should be adopted. Conversions of upper floor housing units to nonresidential use should be subject to conditional use review. The City Planning Commission would require evidence that the public benefits of the alternative use are more desirable than retaining the housing.

In commercial areas where the housing is more scattered, it may be more appropriate to regulate only the demolition or conversion of existing units rather than create a special use district which would cover new as well as existing uses.

## IMPLEMENTING ACTIONS

- Make demolition or conversion subject to conditional use approval.

There are approximately 15,700 housing units in dwellings and apartments in the existing C-3 districts, distributed as follows:

<u>C-3 District</u>	<u>Number of Residential Units</u>
C-3-O	1,016 units
C-3-R	647 units
C-3-G	12,482 units
C-3-S	1,542 units
<u>TOTAL</u>	<u>15,687 units</u>

These housing units are particularly vulnerable to conversion or demolition because of their location and because current zoning or other controls do not restrict the use of the property to residential use.

insert

Map 10

AREAS FOR NEW HOUSING NEW DOWNTOWN





An ordinance regulating demolition or conversion of these units should be considered. Pending adoption of the ordinance, demolition or conversion should be subject to conditional use approval by the City Planning Commission. The Commission should adopt guidelines under which such authorization could be granted.

- Rezone the North of Market residential area.

The North of Market is a low-income area of approximately 20,000 people, with housing consisting of 16,000 small rental apartments and residential hotel rooms, mostly in large buildings. The Planning Department's North of Market Rezoning Study evaluated land use, zoning, building, and population characteristics of the area and delineated the primarily residential neighborhood to be protected by a special use zoning district.

The zoning changes proposed by the Department are now undergoing environmental evaluation and public review.

- Rezone Chinatown.

Chinatown, centered along the blocks adjacent to Grant Avenue between Bush Street and Broadway, contains 5,500 housing units.

The zoning pattern in Chinatown, which includes C-3-G zoning south of Washington and C-2 Neighborhood Commercial zoning north of Washington, has not undergone a major evaluation in more than 17 years.

Specialized zoning controls should be developed which are more responsive to its unique characteristics as an important residential area and place of commerce.

- Rezone the North Beach area.

The North Beach area, generally bounded by Pacific, Mason, Chestnut, and Sansome Streets, contains more than 6,000 housing units. The area, however, for years has been zoned C-2 (Community Business), allowing commercial conversion. New controls have been proposed as part of the Neighborhood Commercial Rezoning Study. In the proposed North Beach and Broadway Neighborhood Commercial Districts, conversion of existing dwelling units are

proposed to be permitted on the first floor only and along Broadway on 2nd stories by conditional use permit. New development is proposed to contain one to two stories of commercial uses with housing on upper-stories.

## POLICY 2

Preserve existing residential hotels.

Residential hotels represent a unique, irreplaceable resource for many thousands of lower-income households. Most of these hotels are close to downtown and are subject to continuing pressures for conversion or demolition. As San Francisco grows as a tourist center, residential hotels have been converted to tourist use, either permanently or during the tourist season. Some hotels have been demolished to make way for new commercial development. The loss of these units as housing for permanent residents should be discouraged.

## IMPLEMENTING ACTIONS

- Maintain controls on the conversion and demolition of residential hotel units.

These units are controlled by the Residential Hotel Conversion and Demolition ordinance (Chapter 41 of the Administrative Code).





This Plan envisions a downtown where almost everyone will be within 900 feet (approximately the length of two east-west blocks north of Market Street) of a publicly accessible space to sit, to eat a brown-bag lunch, to people-watch, to be out of the stream of activity but within sight of its flow. Many of these spaces would be small and privately owned. The height of new buildings adjacent to major spaces would be controlled by the provisions of Proposition K and similar but more flexible criteria to protect sunlight.

Some spaces would be without direct sunlight and the solar heat it provides. These would be made more comfortable through wind protection, partial or total glass enclosure, and through light reflected from surrounding light-colored buildings.

The Plan recognizes that not every space can be permanently assured of direct sunlight at all times. Open space must be balanced with Space for Commerce and Space for Housing. Consequently, height zones, bulk controls, architectural guidelines, and open space guidelines all work together to create a vital, comfortable, and economically vigorous downtown.

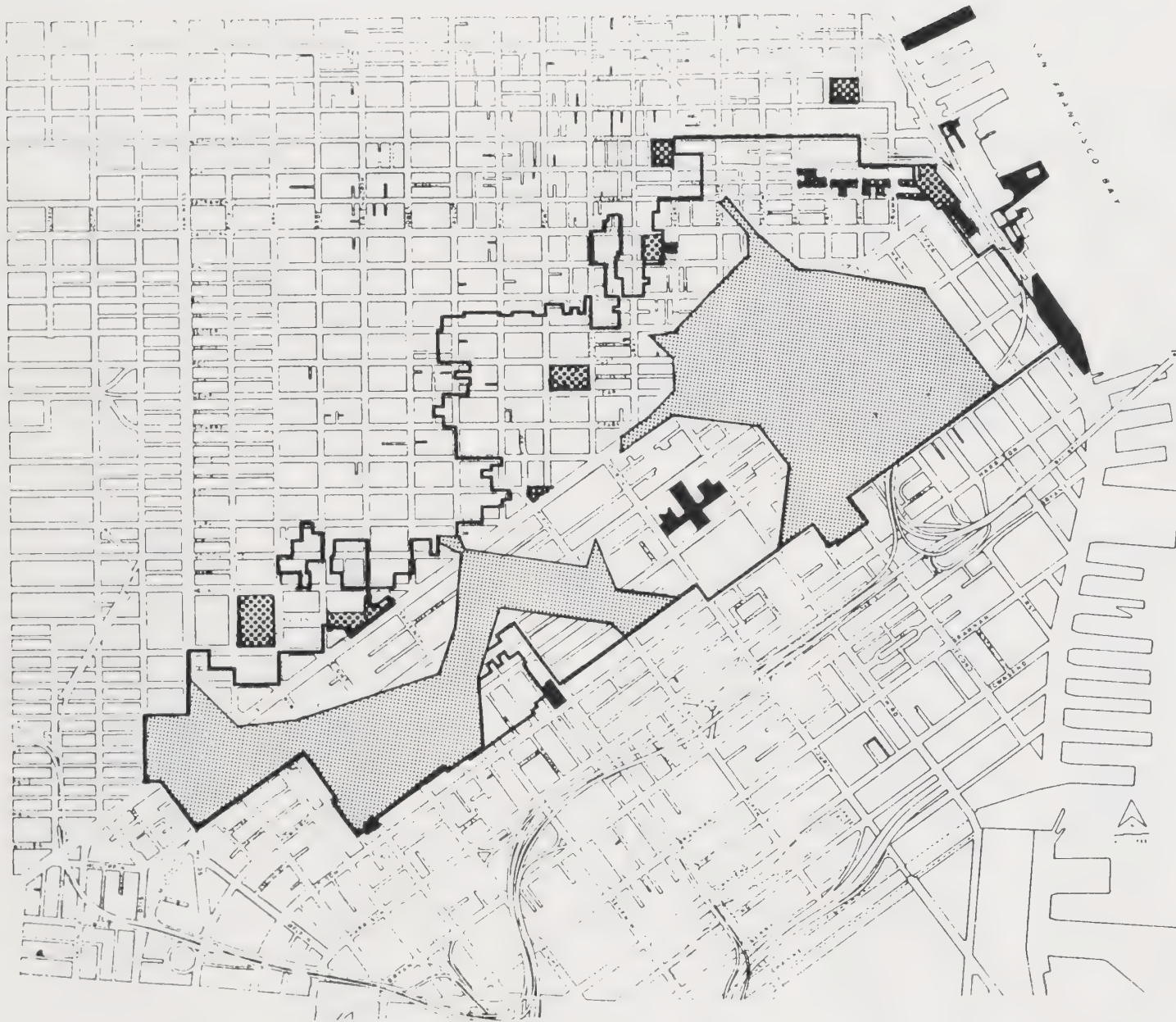
A survey of persons using downtown open space was undertaken to establish the service areas of existing parks and plazas which generally meet the proposed standards. The areas falling outside these service areas are considered deficient, and a special effort should be made to create significant open spaces in those areas. The deficiency areas are identified on Map 11. All parks and plazas are identified and classified on Map 12.

## OBJECTIVE 1

PROVIDE QUALITY OPEN SPACE IN SUFFICIENT QUANTITY AND VARIETY TO MEET THE NEEDS OF DOWNTOWN WORKERS, RESIDENTS, AND VISITORS.





Open space will become increasingly important as the number of persons in downtown grows. Meeting the demand for additional open space in the face of intense competition for land requires both private and public sector action. It also requires imagination, commitment, and a general acknowledgment that open space is essential to the downtown environment.

EVALUATION OF SELECTED DOWNTOWN PARKS & PLAZAS COMPARED WITH PROPOSED OPEN SPACE GUIDELINES							
NAME OF PLAZA OR PARK	OPEN SPACE ELEMENTS						
	SEATING	SUN EXPOSURE	WIND PROTECTION	LANDSCAPING	WATER FEATURE	FOOD SERVICE	ACCESS
Crown Zellerbach Plaza	●	○	○	○	○	●	●
Standard Oil Plaza	●	○	○	○	○	●	●
One Metropolitan Plaza	○	○	○	○	●	●	○
333 Market Street Plaza	○	●	○	○	●	●	○
Becnel Plaza, Beale Street	○	●	○	○	●	●	○
Pacific Gas & Electric Plaza	○	○	○	○	●	●	○
Mutual Benefit Life Plaza	●	○	○	○	●	●	○
Union Bank Plaza, 50 California St.	○	○	○	○	●	●	○
Stewart and Mission Plaza	○	○	○	●	●	○	○
Bank of America Plaza	○	●	●	○	●	●	○
101 California Plaza	●	●	●	○	○	●	○
St. Mary's Square	○	○	○	○	●	●	○
OPEN SPACE FEATURE RATING							
○ SATISFACTORY							
○ FAIR							
● UNSATISFACTORY							



Open Space

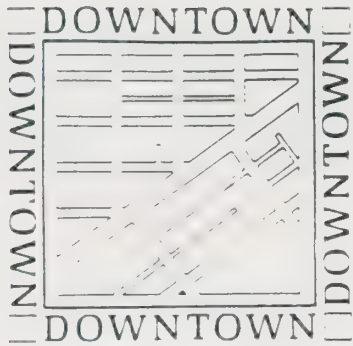
Map 11

-  Existing Open Space
-  Open Space in the Planning Stage
-  Area Deficient in Open Space  
(Not served by existing open space or open space in the planning stage)
-  Proposed C-3 District Boundary

**MAJOR OPEN SPACES**







# OPEN SPACE

## BACKGROUND

Watching people lounging in Union Square, sunbathing in Sidney Walton Park, sitting on the upper level of Embarcadero Center, or standing on the new Embarcadero Promenade looking out over the Bay, gives the impression that San Francisco's downtown has ample open space. But the picture changes in the Financial District along Montgomery, Sansome and California Streets, where highrise buildings are concentrated. The generally triangular area bounded by Sacramento Street on the north, Kearny and Stockton Streets on the west, and reaching nearly to Market Street on the south, encompasses 33 blocks without significant open space.

South of Market Street, the situation is even more severe. Two of the community's largest parks, which once served the general area, were used as sites for the Hall of Justice and Bessie Carmichael School. They have not been replaced. Today, only South Park and a small children's playground on Howard Street serve residents nearby. A new park is planned at Sixth and Folsom Streets. The rest of the nearly 8,500 residents and thousands of employees in the South of Market area are without open space.

It is projected that by the year 2000, there may be about 90,000 employees added to the existing 280,000 within the C-3 district. This anticipated growth greatly increases the need for usable open space downtown.

In the past, open space has been created through a variety of financing mechanisms. Some downtown parks were donated many years ago by private citizens, as was the case with Union Square. Newer open spaces--such as Justin Herman Plaza, Sidney Walton Park, and the proposed Yerba Buena Garden--have been or will be created through the redevelopment process.

In addition to the surface beautification projects BART provided following its construction, the Market Street Beautification Program, which was financed by a separate local bond issue, furnished open space and landscaping on a large scale along Market Street. The combined results include Hallidie Plaza, Mechanics Plaza, United Nations Plaza, and portions of Justin Herman Plaza. All four were created in whole or in part by vacating street rights-of-way.

A new mechanism to obtain open space was introduced through zoning provisions passed in 1968. Under this now suspended bonus system, developers willing to provide publicly accessible open space at the base of their buildings were granted additional floor area for their buildings. Each square foot of plaza area was credited with six, eight, or ten square feet of additional building space, depending on the zoning district, up to 15% of the basic allowable gross floor area. The Planning Code, while specifying the dimensions, certain characteristics of access, and limiting the portions of the plaza to be occupied by landscape features, nevertheless failed to provide any qualitative guidance for the design of open space. As a result, a number of plazas downtown are only marginally useful because they are either inaccessible, are sited in the shadow of buildings, and/or lack seating or other amenities that make people feel welcome and comfortable.

The bonus provision also encouraged "the tower in the park," which emphasized the individual building rather than the relationship between buildings. When repeated too often, this freestanding configuration disrupts the continuity of facades and weakens the streetscape.

Past policies produced open space in an unplanned fashion, and in many cases, open space

of unsatisfactory quality was provided. This Plan approaches open space in a more comprehensive and systematic way and establishes guidelines to ensure the quality of future open space.

## THE PLAN

Adequate open space is of vital importance to the desirability of downtown San Francisco as a place to visit, work, or live. As a forest becomes denser, it becomes more difficult to find a sunlit meadow. Similarly, in San Francisco's downtown, sunshine and wind protection, which are essential to the personal comfort of open space users, become of prime importance in the planning for downtown open space.

The Open Space chapter calls for preservation and enhancement of existing open spaces and creation of additional open space through public and private efforts. These open spaces would be connected by a pedestrian network.

This Plan envisions a downtown that will develop over the next two decades with substantial enhancement of open space. It further envisions the development of a system of linked, sunny open spaces around the high-density downtown core. To the east is the waterfront, and the ample open spaces to be provided between Piers 9 and 24. Pier 7 will become an open space pier. Piers 1 through 5 will have generous shoreline access. The Ferry Building complex will provide additional plazas and sitting areas adjacent to the already generous Justin Herman Plaza and related spaces.

A 4.8-acre park—Rincon Point Park--will be added next to the shoreline promenade between the Agriculture Building and Pier 24. To the north are Sidney Walton Park and the parks on Maritime Plaza. On the west are Portsmouth Square, St. Mary's Square, and Union Square, as well as the sunny streets of the retail district. Major new open space will be added in the Yerba Buena Center project on the central blocks, centered on six acres of park and plaza in the block bounded by Third, Fourth, Mission, and Howard Streets.

A major gap in this open space system exists on the southern edge of the downtown core where there is no significant usable open space. A major park or chain of parks and open spaces

should be created in the area behind Transbay Terminal. This area is in the open space deficiency area shown on Map 11 and is approximately midway between the proposed Yerba Buena Gardens and Rincon Point Park.

There are a number of possibilities. In the half block bounded by Howard, Fremont, First and bus ramps the allowable density for the block could all be utilized in the northwesterly portion of the block leaving most of the rest of the block for an urban park. If Caltrans acquires the partial blocks immediately behind the Transbay Terminal for an underground extension of the Caltrains commuter (see page 29) Muni service could be moved behind the Terminal with the park on a platform above it, and all or part of the area in front of the terminal could be converted to a plaza. A number of smaller parks and open spaces are also vital ingredients in the overall network. Many of these deserve sunlight protection. They include Hallidie Plaza, Crocker Plaza, the proposed Crocker View and Sun Terrace at 1 Montgomery Street, Mechanics Plaza, and Belden and Front Streets--which could be closed at lunch time exclusively for people.

Opportunities exist to introduce more adequate space for people through continued creative uses of public rights-of-way. Smaller open spaces could be developed, including plazas, garden parks, greenhouse spaces, and "snippets"--small sunny sitting areas. In short, the Plan calls for spaces for people to sit, relax, watch, and enjoy the city.

The first block of Sansome Street could be closed to traffic (except MUNI and emergency vehicles), and redesigned to relate to Citicorp's atrium space under construction at One Sansome, as well as to the Crown Zellerbach Plaza. The end of Second Street between Market and Stevenson could similarly be closed, and connected to open space at the 595 Market Building.

Existing plazas that are uninviting and underused because of shadow, wind, and lack of amenities could be retrofitted with windbreaks, partial glass enclosures, fixed and movable seating, food service, entertainment and water.

insert

Map 12

EXISTING OPEN SPACE QUALITY





## POLICY

Require usable indoor and outdoor open space, accessible to the public, as part of new downtown development.

As development intensifies, greater pressure is placed on the limited downtown park space. New private development should assist in meeting the demand for open spaces that it will create. In newly developing suburban areas, it has become common practice to require developers to contribute to the provision of public facilities, the demand for which is created in part by the development site. San Francisco's Planning Code currently requires that open space be provided to serve residential uses. Open space is obtained either by specifying a maximum lot coverage or by requiring that open area be provided at a certain ratio per dwelling unit, depending on the zoning district and density of development. A requirement to provide needed open space should be extended to non-residential uses in the downtown. Each development should be required to provide open space in a quantity that is directly proportional to the amount of nonresidential space in the building.

San Francisco's climate is such that only sunny, wind-protected outdoor sites are usable on most days of the year. Outdoor spaces should be oriented in relation to adjacent development so that there will be direct sunlight during periods of high usage. Prevailing wind patterns and local wind currents created by adjacent development should also be considered. Barriers to deflect unpleasant winds should be used where appropriate.

## POLICY

Provide different kinds of open space downtown.

Different kinds of spaces should be provided downtown to assure that a variety of recreation and open space experiences are available to a diverse population. They might take the form of outdoor spaces such as a sun and view terrace, a landscaped garden, a plaza or a park. They might also include "snippets" of open spaces--small, sunlit spaces designed to accommodate sitting--such as edges and niches at the base of a building. An attractively landscaped greenhouse structure is desirable in areas where the alternative is a shady, windy plaza.

Public semi-enclosed or enclosed spaces complement outdoor spaces and carry the garden idea into the interior of buildings. They provide the opportunity to relax, and gather around in pleasant, parklike surroundings when rainy, foggy and windy weather prevent the use of parks and plazas. Interior spaces may take the forms of atriums and indoor gardens and parks. In addition, sitting areas in galleries and arcades, if carefully separated from the circulation space for shoppers or pedestrians, can act as a form of indoor park.

The designs of these facilities should consider the needs of various population groups. Wherever possible, provision should be made for those who desire a quiet secluded location as well as those who enjoy crowds and activity. Food and beverage service usually should be located in or adjacent to open spaces to facilitate public use and enjoyment.

The various kinds of open space should conform generally to the criteria stated in Table 4.

## POLICY 3

Give priority to development of two categories of highly valued open space: sunlit plazas and parks.

Providing ground level plazas and parks benefits the most people. If developed according to guidelines for access, sunlight, design, facilities, and size, these spaces will join those existing highly prized spaces such as Redwood Park, Sidney Walton Park, Justin Herman Plaza, and the State Compensation Building Plaza.

## POLICY 4

Provide a variety of seating arrangements in open spaces throughout downtown.

The popularity of an open space correlates highly with the amount of comfortable sitting space provided. To accommodate this common need, adequate seating should be required in new facilities in direct relationship to the size of the open space. Existing spaces without adequate seating should be retrofitted. Sitting places should be located up front near the action and secluded in the back, in the sun and in shaded areas. Their configurations should accommodate people in groups as well as those who want to sit alone.

TABLE 4 - GUIDELINES FOR OPEN SPACE

	Urban Garden	Urban Park	Plaza	View and/or Sun Terrace	Greenhouse
Description	Intimate sheltered landscaped area.	Large open space with predominantly natural elements.	Primarily hard-surface space.	Wind-sheltered area on upper level.	Partially or fully glassed-in enclosure.
Size	1,200 to 10,000 sq.ft.	Minimum 10,000 sq.ft.	Minimum 7,000 sq.ft.	Minimum 800 sq.ft.	Minimum 1,000 sq.ft. Min. ceiling height 20 ft.
Location	On ground level, adjacent to sidewalk, through-block pedestrianway, or building lobby.		Southerly side of the building. Should not be near another plaza.	Second floor or above. View terraces should only be located in places which have spectacular views.	Locate in places too shady or windy to be used as open space.
Access	Accessible on at least one side of its perimeter.	Accessible from at least one street. Access from several locations encouraged. Park interior to be visible from entrances.	Accessible from a public street at grade or 7' above or below street level connected to street with generous stairs.	Accessible directly from the sidewalk or public corridors. Must provide adequate signage about location and public accessibility at street level, in hallways and elevators.	Accessible from street at grade or 3' above or below street level. Provide several entrances from public rights-of-way.
Seating, Tables, Etc.	One seating space for each 25 sq.ft. of garden area. One half of seating to be movable. One table for each 400 sq.ft. of garden area.	Provide formal and informal seating, on sculptured lawn. Movable chairs desirable.	One linear foot of seating space per each linear foot of plaza perimeter. One half of seating to consist of benches.	One seating space for every 25 sq.ft. of terrace area.	One seating space for every 25 sq.ft. of floor area.
Landscaping, Design	Ground surface primarily of high quality paving material. Install plant material such as: trees, vines, shrubs, seasonal flowers to create garden-like setting. Water feature desirable.	Provide lush landscape setting with predominantly lawn surfaces and planting such as: trees, shrubs, ground cover, flowers. Provide a water feature as major focus.	Landscaping is generally secondary to architectural elements. Use trees to strengthen spatial definition and to create peripheral areas of more intimate scale.	Terrace may take one of the following forms: o complex architectural setting which may include art works; o flower garden; o space with trees and other planting.	Interior surface may be a mixture of hard surfaces and planting areas. Water features are desirable.
Commercial Services, Food		Provide food service within or adjacent to the park. 20% of space may be used for restaurant seating taking up no more than 20% of the sitting facilities provided.	Provide retail space including food services in space around plaza. 20% of space may be used for restaurant seating taking up no more than 20% of the seating provided.	Provide food service on or adjacent to terrace.	Provide food service within greenhouse; 20% of greenhouse space may be used for restaurant seating occupying no more than 20% of the seating provided.
Sunlight and Wind	Sunlight to much of the occupied area at lunch time. Shelter from wind.	Sunlight to most of the occupied area from mid-morning to mid-afternoon. Shelter from wind.	Sunlight to much of the occupied area at lunch time. Shelter from wind.	Sunlight to most of the occupied area of terrace at lunch time. Shelter from wind.	Sunlight at lunch time highly desirable but not required.
Public Availability	8 AM to 6 PM Monday through Friday.	At all times.	At all times.	10 AM to 5 PM, Monday through Friday.	10 AM to 5 PM, Monday through Friday.
Other	Security gates, if provided, should be an integral part of the design.	Security gates, if provided, should be an integral part of the design.		In wind exposed locations provide glass enclosure to create comfortable environment.	Include large movable windows or walls to open up greenhouse in warm weather.

\* Seating dimensions are as follows:  
Height: 12" to 36"; ideally 17"  
Depth: 14" one-sided; 30-36" double sided.  
Width: 30" of linear seating are counted as one seat.



Snippet	Atrium	Indoor Park	Public Sitting Area in a Galleria	Public Sitting Area in an Arcade	Public Sitting Area in a Pedestrian Walkway
Small, sunny sitting space.	Glass-covered central open space in the interior of a building or block.	Interior open space where at least one wall facing the street consists entirely of glass.	Through-block, continuous, glass-covered pedestrian passage lined with retail shops and restaurants.	Continuous, covered passageway at street level, defined by building set back on one side and a row of columns along the front lot line.	Sitting area on a sidewalk of a pedestrian-oriented street, in a lunchtime mall or in an exclusive pedestrian walkway.
Varying sizes permitted.	Minimum area 1,500 sq.ft.; minimum ceiling height 30 ft.	Minimum area 1,000 sq.ft. Minimum ceiling height 20'. Area to be counted against open space requirement cannot exceed twice the area of the glass wall projected onto the floor plane.	Minimum average height 30 ft.; minimum clear area 12 ft. Only public sitting areas outside the circulation space which are buffered from it by various kinds of design elements will qualify.	Minimum clear width 10 ft.; minimum height 14 ft. Only public sitting areas which are delineated from the circulation space by appropriate means will qualify.	Varying sizes permitted.
On new or existing building site.	Interior of building or block.	Building interior adjacent to sidewalk or public open space.	In any approved galleria.	As identified in the Pedestrian Network Plan. Other locations must be approved.	As identified in the Pedestrian Network Plan. Other locations must be approved.
Accessible from public streets.	On street level or 3 ft. above or below street level. Accessible from one or more sidewalks through generous hallways. Space must be made available and inviting to the general public.	Accessible from street level. Provide several entrances to make the space inviting to the public.	Accessible from public right-of-way or open space at grade or 2 ft. above or below grade level of adjoining public area.	Accessible from sidewalks or public open space at grade level or 2 ft. above or below grade. Connect arcade to public space with continuous stairs.	
If functional for sitting and viewing, seating can be ledges, stairs, benches, chairs.	Provide one seating space for every 25 sq.ft. of floor area, one table for every 400 sq.ft. of floor area. At least one half of seating to consist of movable chairs.	Provide one seating space for every 25 sq.ft. of floor area, one table for every 400 sq.ft. of floor area. At least one half of seating to consist of movable chairs.	Provide sitting ledges, benches, movable chairs and tables in areas outside the pedestrian pathway. At least one half of seating should consist of movable chairs.	Place seating and tables outside the area of pedestrian flow.	If functional for sitting and viewing, seating can be ledges, benches, chairs.
Surface will predominantly be hard pavement. Add planting where appropriate.	Provide attractive paving material to create interesting patterns. Use rich plant material. Incorporate sculpture and/or water feature.	Provide attractive paving material to create interesting patterns. Use rich plant material. Incorporate sculpture and/or water feature.	Use rich paving materials in interesting patterns. Include sculpture or other works of art and water feature.	Arcades should be enhanced by creating attractive paving patterns with rich materials. Incorporate mosaics, murals or three-dimensional elements into wall surfaces, coffering into ceiling surface. Include plant materials where appropriate.	Use rich paving material in interesting patterns. Include plant material.
Encourage food vendors to locate in the vicinity.	Locate food service adjacent to the atrium; 20% of area may be used for restaurant seating taking up no more than 20% of the seating and tables provided.	Provide food services; 20% of area may be used for restaurant seating taking up no more than 20% of the seating and tables provided.	Both sides of galleria should be lined with retail shops and food services. Locate sitting areas near food services. Restaurant seating is not to take up more than 20% of sitting area.	Attractive retail shops, food services and restaurants should front on the arcade. 20% of sitting area to be used for restaurant seating, occupying no more than 20% of sitting facilities and tables provided.	Attractive shops, restaurants, cafes and food services should line the pedestrian walkways and lunchtime malls.
Sunlight to sitting areas at lunch time. Shelter from wind.	Mass buildings surrounding the atrium in such a way as to maximize sunshine in the atrium space.	Orient park to the southeast, south or southwest to insure sunlight at least during lunch time.	Mass buildings surrounding galleria in a way as to maximize sunlight into the galleria space.		Sunlight to the sitting areas at lunch time. In windy locations provide wind baffles.
At all times.	8 AM to 6 PM Monday through Friday.	8 AM to 6 PM Monday through Friday.	8 AM to 6 PM Monday through Friday.	At all times.	At all times.
Credit each seat as 25 s.f. of open space. Buildings up to 100,000 g.s.f. may satisfy 100% of requirement with "snippets"; larger buildings may satisfy up to 20%.	Insure proper ventilation. At least 75% of roof area to be skylit.	Insure proper ventilation. Install heating to make space comfortable in cool weather. Construct glass wall to be fully or partially movable.	Security gates should be integrated into overall design and concealed when not in use. At least 75% of galleria roof shall consist of skylights. Insure ventilation.		Credit each seat as 25 s.f. of open space.

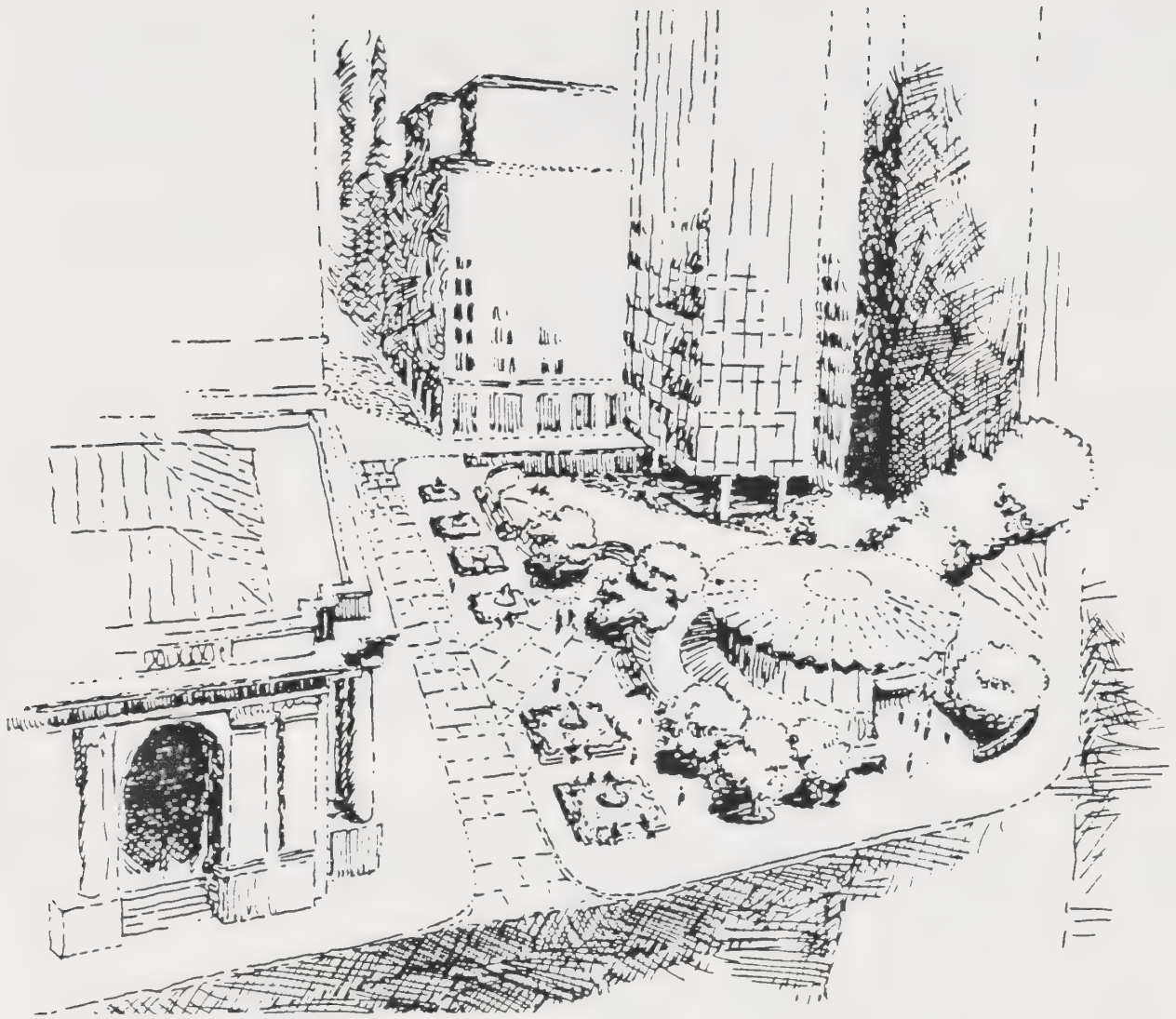


FIGURE 1 SANSOME STREET COMBINED WITH CROWN ZELLERBACH PLAZA

Richard Hedman

Sitting space can be provided in many ways. Besides conventional bench-type seating, walls, steps, ledges, planters, and fountains can be designed imaginatively to invite people to sit. Movable chairs are particularly desirable because of the flexibility in seating arrangements they provide.

#### POLICY 5

Improve the usefulness of publicly owned rights-of-way as open space.

Recreation and open space use of publicly owned rights-of-way should be expanded and enhanced. The Market Street Beautification Project developed unneeded portions of street

rights-of-way into plazas with sunny sitting areas. Similar opportunities exist elsewhere. For example, some lightly used streets and alleyways could be converted into lunchtime malls where outdoor dining could be moved into the street area. Where conditions permit, certain blocks might be converted into permanent plaza or park space. Figure 1 illustrates one example of how public rights-of-way might be combined with adjacent plazas to create a large open space.

#### OBJECTIVE 2

ASSURE THAT OPEN SPACES ARE ACCESSIBLE AND USABLE.



## POLICY 1

Develop an open space system that gives every person living and working downtown access to a sizable sunlit open space within convenient walking distance.

Proximity is an important factor in the decision to frequent a park during lunch breaks. The average distance most people are willing to walk to a park or plaza is approximately 900 feet.

Map 11 indicates "deficiency" areas—areas not within 900 feet of an existing or proposed major open space—in which new open spaces should be created.

## POLICY 2

Encourage the creation of new open spaces that become a part of an interconnected pedestrian network.

The individual parts of an open space system should be linked by an overall downtown pedestrian network. For example, the plazas and arcades of the 5 Fremont Building are natural extensions and components of a midblock pedestrian system connecting the Transbay Terminal to Market Street. Plazas and parks become pathways for trips as well as destinations for trips. Future sidewalk arcades, gallerias, and through-block pedestrianways should also contribute to the pedestrian network. This network is shown on Map 17 of the Moving About chapter.

## POLICY 3

Keep open space facilities available to the public.

Locked gates or restricted passages negate the purpose of "open" space. All outdoor ground level features which are accessible from the public sidewalk, such as parks, plazas, snippets, and sitting areas in arcades, should always be open to the public during daylight hours. On the other hand, features which require entry through the building such as atriums, greenhouses, sitting areas in gallerias, sun and view terraces can more reasonably be restricted to normal business hours since office workers (shoppers, in the case of a galleria) are the primary users of the space.

## POLICY 4

Provide open space that is clearly visible and easily reached from the street or pedestrian way.

Open spaces should be accessible, visible, and generally be at or near grade level to facilitate use. Plazas and parks more than three feet above or below grade are less inviting, and as a result, are less frequently used. Any plaza or park not at street level should be connected to the street system by wide, visible, and inviting stairways or ramps.

Terraces located on upper levels or on top of buildings should be readily accessible to the public. Their availability should be marked visibly at street level. Adequate signs in hallways and elevators should aid in locating the facility.

## POLICY 5

Address the need for human comfort in the design of open spaces by minimizing wind and maximizing sunshine.

## OBJECTIVE 3

PROVIDE CONTRAST AND FORM BY CONSCIOUSLY TREATING OPEN SPACE AS A COUNTERPOINT TO THE BUILT ENVIRONMENT.

The form of the built environment depends not only on buildings, but the space between them. In many instances, this space is provided by the streets and sidewalks that separate the buildings on either side. Within the grid of streets, properly designed open spaces—as notches or longer segments of blocks—provide relief to an otherwise dominant streetwall form.

Open space is an essential element of the urban form. It is frequently the most remembered and identified component of the urban landscape. For example, Union Square is an anchor physically and psychologically for the area surrounding it.



Conversely, open space in urban settings is dependent upon the built environment to frame, enclose, and define the space. This delicate relationship is characteristic of a quality urban environment.

## POLICY 1

Place and arrange open space to complement and structure the urban form by creating distinct openings in the otherwise dominant streetwall form of downtown.

The traditional form of downtown San Francisco is one of structures built vertically from the sidewalk edge. This provides a continuous relationship of pedestrian to building facade. An occasional break in this pattern for a plaza, park, or building setback adds interest to the pedestrian experience. However, too-frequent application of these devices destroys the relationship and results in "towers in the park" removed from the immediate experience of the pedestrian. The provision of open space should be accomplished through conscious concern for the relationship between building mass and open space--with a view to strengthening the visual impact of both.

## POLICY 2

Introduce elements of the natural environment in open space to contrast with the built-up environment.

Some spaces may be predominantly grass, shrubs, trees, and soft surface parks with a few paths and benches. Others may provide just a few plants, trees, and a fountain in an otherwise hard-surface plaza. However, all open spaces should provide some counterpoint of the natural environment to the dominant presence of the built environment of streets and buildings, if only an opened vista to the sky or water.

## IMPLEMENTING ACTIONS

Attaining the needed quantity and variety of open space to serve downtown residents, workers, and visitors would require efforts by both the public and private sectors. Both traditional and innovative techniques would be involved.

- Amend the Planning Code to require open space for most nonresidential uses.

The open space requirements, stated as a ratio of gross square feet of open space to gross square feet of development, are as follows:

<u>C-3 District</u>	<u>Ratio of Open Space to Development (in sq.ft)</u>
C-3-O	1:50
C-3-R	1:100
C-3-G	1:50
C-3-S	1:50

Residential and institutional uses and predominantly retail structures would not have this open space requirement. Residential uses would continue to have private open space requirements. In mixed commercial-residential projects, some open spaces could serve both uses.

The open space requirement for the C-3-R district is less than for other districts because the retail district is already served by a major park (Union Square) and because the objective there is to achieve lower scale development with continuous retail frontage. The most useful open space for this district would be small sitting spaces on certain streets--such as Grant Avenue--or plaza type treatment of certain public rights-of-way--such as Maiden Lane.

- Allow development rights from an open space site to be transferred to a non-adjacent development site.

Frequently in the past, open spaces in the form of plazas have been provided as part of a development site. Under existing Planning Code rules, the allowable floor area attributable to the portion of the site occupied by the plaza can be used in the adjacent building, allowing the building to be taller than it would be if only the allowable floor area for the portion of the site occupied by the building were used. Because the open space site and the building site must be adjacent to one another, the open space has not always been located where it is most needed or where access to sunlight is best.

In many cases, better open spaces could be obtained if allowable floor area from an approved open space site could be transferred to a non-adjacent development site. This flexibility would permit builders to develop one site intensively and at the same time provide open space in an area of identified need. It would also allow organizations specializing in park development to acquire desirable park sites and finance the acquisition by selling the development rights and open space credits to developers.

- Allow the open space requirement of new buildings to be met off-site by developing open space on public land.

The city could also permit the open space requirement to be met by improvement of off-site public land in a manner that transforms the site into usable space. Certain publicly owned land, including land held by the Port, Parking Authority, various other city and state agencies, such as Caltrans, might be adaptable to meeting the open space needs of the downtown population. These parcels and portions of parcels might be developed as open space by sponsors of new buildings as a means of meeting open space requirements. Improvements could also consist of providing sitting areas on widened sidewalks. Unlike off-site open space on private land, development rights could not be transferred from the public land to the new building site.

- Continue to acquire and develop new publicly owned open space to serve downtown residential areas.

Chinatown, North of Market, and South of Market have been identified as high-need neighborhoods because there are inadequate open spaces to serve the residential populations of those areas. This has given the neighborhoods eligibility for use of the Open Space Acquisition and Park Renovation Fund. From this fund, parks are now being created in the Tenderloin Area in the block bounded by Ellis, Jones, Eddy, and Taylor Streets, and in the South of Market at Sixth and Folsom Streets. Steps are being taken to acquire an additional site in Chinatown.

- Acquire needed open space through use of eminent domain powers when other means fail.

Needed open space might not be achieved by voluntary means. For example, fragmented ownership might make it very difficult to assemble a usable open space site of suitable size and location through voluntary means. As a last resort, the use of eminent domain might be required.

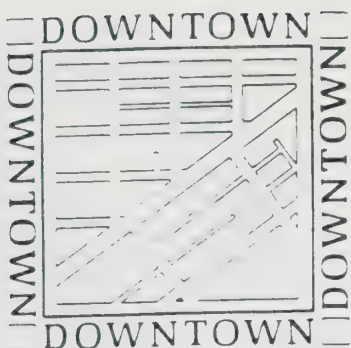




SHELL BUILDING

Malcolm Lubliner





# PRESERVING THE PAST

## BACKGROUND

Buildings in San Francisco's downtown were, until recently, the product of a short period lasting from 1906 until about 1930. After the earthquake and fire there was a rush to rebuild. By 1910, the area now considered the retail and financial districts was largely rebuilt with little evidence of the disaster remaining. Many of the new buildings were designed by architects trained in the same tradition (at the Ecole de Beaux Arts in Paris or under instructors trained there) and responding to a new building technology. As a result, the downtown had a coherent, unified appearance.

Downtown was characterized by light-colored, masonry-clad structures from six to twelve stories in height with rich, distinctive, and eclectic designs.

Conscious efforts were made to relate buildings to both the street and adjacent buildings by use of similar cornice and belt course lines, and sympathetic materials, scale, and color. Large areas of glass, made possible by steel frame construction, were often used to allow light to penetrate into interiors. Buildings were constructed to the street and property lines, defining the street edge and producing a sense of enclosure. The relatively low structures incorporated a considerable amount of ornamentation and articulation, creating a pedestrian scale. Later development, up until the mid-1920s, continued this style and character.

During the late 1920s, though, many skyscrapers (for example, the Russ, Shell, and Pacific Telephone buildings) were of a more monumental size. But by use of a similar scale, style, materials, color, solid to glass ratio, detailing, and belt courses, they blended with buildings built right after the earthquake and fire.

From the Depression until the 1950s, no major buildings were constructed downtown. When construction resumed, buildings were of a much different character. Increasingly, they were much larger in scale than earlier buildings, often dark in color or with reflective glass, with few details to relate the building to pedestrians or to adjacent buildings. The new 'International Style' architecture made an office building a rectangular box with sheer, unornamented walls without setbacks or cornices. Continuity of the building form along the street was lost as buildings were set back and placed in plazas, each creating a "tower in a park."

In recent years, there has been increasing concern over the loss of older buildings and the failure of their replacements to blend into the established character of their surroundings.

The U.S. Supreme Court in Penn Central Transportation Company vs. New York City, 438 US 104 (1978), which upheld the constitutionality of mandatory retention of landmark buildings, clearly outlined the importance of preservation:

Over the past 50 years, all 50 states and over 500 municipalities have enacted laws to encourage or require the preservation of buildings and areas with historic or aesthetic importance. These nationwide legislative efforts have been precipitated by two concerns. The first is the recognition that, in recent years, large numbers of historic structures, landmarks, and areas have been destroyed without adequate consideration of either the values represented therein or the possibility of preserving the destroyed properties for use in economically pro-

ductive ways. The second is a widely shared belief that structures with special historic, cultural, or architectural significance enhance the quality of life for all. Not only do these buildings and their workmanship represent the lessons of the past and embody precious features of our heritage, they serve as examples of quality for today. "[H]istoric conservation is but one aspect of a much larger problem, basically an environmental one of enhancing--or perhaps developing for the first time--the quality of life for people."

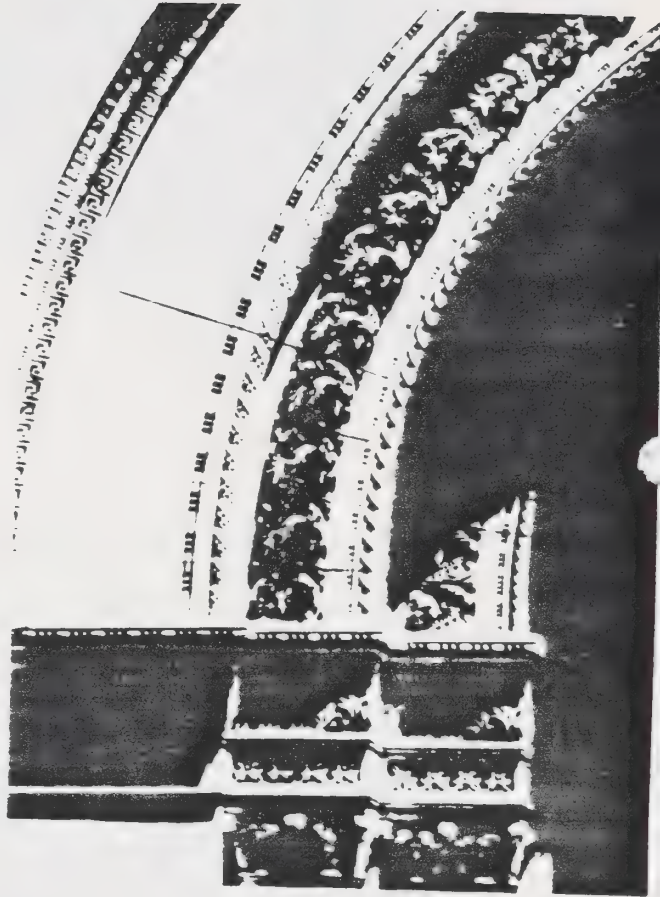
The Foundation for San Francisco's Architectural Heritage (Heritage) in a survey in which the Department of City Planning participated systematically evaluated and rated all buildings in the C-3 district constructed prior to 1945. For each building, architectural qualities (such as its style and design), environmental qualities (such as its continuity with surrounding development), and historic qualities (such as the architect or age of the structure) were considered.

Of the 1,700 buildings downtown, 127 were rated A--highest importance, 241 were rated B--major importance, and 789 were rated C--contextual importance.

In recent years, an average of eight A- and B-rated buildings a year have been demolished to make way for new development. In the absence of stricter controls, seven or eight significant buildings a year can be expected to be demolished in the future.

Article 10 of the Planning Code provides a process whereby a building can be declared a landmark. Demolition of landmarks can be delayed for only a year. Of the remaining 344 A- and B-rated buildings, only 35 have been declared landmarks. Since the landmark designation process began in 1967, an average of 2.3 downtown buildings a year have been designated. It is clear that more comprehensive and far-reaching steps need to be taken.

In the recent past a number of developments have been approved that preserved facades of significant buildings. While an important step, this limited form of preservation is no longer



MILLS BUILDING DETAIL

Amit Ghosh

seen as sufficient. The more desirable approach is to shift development to sites other than those occupied by important structures.

While it would be desirable if many or most of these A, B and C rated buildings were retained, it was concluded that, given the large number, only those that make the most important contribution to the visual quality of downtown could reasonably be required to be retained. Adopting the rating system designed by Heritage, the Department of City Planning examined each of the buildings within the C-3 District for architectural, cultural, and environmental significance and using a review panel comprised of Department staff with expertise in the field reassessed the Heritage ratings on the thirteen criteria employed in the Heritage methodology. That methodology is explained on the following pages.



# BUILDING RATING METHODOLOGY

Buildings were rated "A-Buildings of Highest Importance", "B-Buildings of Major Importance" and "C-Buildings of Contextual Importance" according to the total number of points awarded for ratings on 13 criteria as follows:

A - Buildings of Highest Importance	70 points and above
B - Buildings of Major Importance	45-69 points
C - Buildings of Contextual Importance	25-44 points

The criterion, ratings, and points assigned to various ratings, are as follows:

Criterion	Ratings	Points	Criterion	Ratings	Points
A. ARCHITECTURE			B. HISTORY		
1. Style			7. Person		
Significance as an example of a particular architectural style, type or convention.	E Especially fine or extremely early example if many survive; excellent example if few survive.	12	Associated with the life or activities of a person, group, organization, or institution that has made a significant contribution to the community, state or nation.	E Person of primary importance intimately connected with the building.	15
	VG Excellent or very early example if many survive; good example if few survive.	6		VG Person of primary importance loosely connected, or person of secondary importance intimately connected.	8
	G Good example.	3		G Person of secondary importance loosely connected.	4
	FP Of no particular interest.	0		FP No connection with person of importance, or unknown.	0
2. Construction			8. Event		
Significance as an example of a particular material or method of construction.	E Especially fine or extremely early example if many survive; excellent example if few survive.	12	Associated with an event that has made a significant contribution to the community, state, or nation.	E Event of primary importance intimately connected with the building.	15
	VG Excellent or very early example if many survive; good example if few survive.	6		VG Event of primary importance loosely connected, or event of secondary importance intimately connected.	8
	G Good example.	3		G Event of secondary importance loosely connected.	4
	FP Of no particular interest.	0		FP No connections with event of importance or unknown.	0
3. Age			9. Patterns		
Of particular age in relationship to the periods of development of buildings in the area.	E Built between 1889 and April 1906.	10	Associated with, and effectively illustrative of, broad patterns of cultural, social, political, economic, or industrial history, or of the urban development of the city.	E Patterns of primary importance intimately connected with the building.	12
	VG Built between May 1906 and 1930.	5		VG Patterns of primary importance loosely connected or patterns of secondary importance intimately connected.	6
	G Built between 1931 and 1945.	2		G Patterns of secondary importance loosely connected.	3
	FP Built since 1945.	0		FP No connection with patterns of importance or unknown.	0
4. Architect					
Designed or built by an architect or builder who has made a significant contribution to the community, state, or nation.	E Of particular importance to the history of the community, state, or nation.	8			
	VG Of considerable importance.	4			
	G Architect or builder identified and known, but not of particular importance.	2			
	FP Unidentified or unknown.	0			
5. Design					
Architectural quality of composition, detailing, and ornament measured, in part in originality, quality as urban architecture, craftsmanship, and uniqueness.	E Excellent.	25			
	VG Very good.	12			
	G Good.	6			
	FP Fair or poor.	0			
6. Interior					
Interior arrangement, finish, craftsmanship, and/or detail is/are particularly attractive or unique.	E Excellent	8			
	VG Very good.	4			
	G Good.	2			
	FP Fair, poor or unknown.	0			
		Max. 50			



<u>Criterion</u>	<u>Ratings</u>	<u>Points</u>
<b>C. ENVIRONMENT</b>		
10. <u>Continuity</u> Contributes to the continuity or character of the street, neighborhood or area.	E Of particular importance in establishing the character of the area.	25
	VG Of importance in establishing or maintaining the character of the area.	12
	G Compatible with the character of the area.	6
	FP Incompatible with the character of an area.	0
11. <u>Setting</u> Setting and/or landscaping contributes to the continuity or character of the street, neighborhood or area.	E Of particular importance in establishing the character of the area.	8
	VG Of importance in establishing or maintaining the dominant character of the area.	4
	G Compatible with the dominant character of the area.	2
	FP Incompatible with the dominant character of the area, or unimportant.	0
12. <u>Landmark</u> Significance as a visual landmark.	E A structure which may be taken as a symbol for the city or region as a whole.	25
	VG A conspicuous and familiar structure in the context of the city or region.	12
	G A conspicuous and familiar structure in the context of the neighborhood.	6
	FP Not particularly conspicuous or familiar.	0
		Max. 25
<b>D. INTEGRITY</b>		
13. <u>Alterations</u> Has suffered little alteration and retains most of its original materials and design features.	E No changes or very minor changes.	0
	VG Ground floor remodeled, cornice removed, or minor alterations which do not destroy the overall character.	-4
	G Overall character changed, but recognizable through removal of major cornice/parapet, alteration of upper floors, or gross alteration of any major element.	-8
	FP Altered beyond recognition.	-15

Application of this methodology produced a list of buildings rated "Buildings of Individual Importance"<sup>1</sup> or "Buildings of Contextual Importance" based on their architectural, historical and environmental qualities. It was decided that for the purposes of the Downtown Plan only those buildings which contribute to the physical appearance of downtown should be required to be retained or should be given TDR to encourage their retention. This contribution was determined by a building's ratings in Architectural Design<sup>2</sup> and Contribution to the Environment<sup>3</sup>.

Another step taken was to analyze the Buildings of Individual Importance to determine whether an addition in height could be accommodated on the site without damaging the buildings' integrity (this is more fully explained on p. 65).

#### Footnotes

<sup>1</sup>For simplicity the Heritage category of "A-Buildings of Highest Importance" and "B-Buildings of Major Importance" were combined into a single category "Buildings of Individual Importance".

<sup>2</sup>The criteria "Design" and "Integrity", which took into account the effect of alterations on the original integrity of the building (criteria 5 and 13 of the Heritage methodology), were combined into a single criterion "Architectural Design". This criterion measures the present quality of the design, including its alterations.

<sup>3</sup>The term "Contribution to the Environment" was substituted for the criterion "Continuity" (number 10 in the Heritage methodology); this is perhaps a more generally understood term for this attribute of the building.

Finally, the rating system was combined with the concept of Conservation Districts (see p. 74) so that buildings of Contextual Importance to a subarea containing a number of individually important buildings would also be given some protection.

These various steps produced five categories of buildings as follows:

(a) Significant Buildings - Category I.  
These are buildings which:

1. are at least forty years old;<sup>1</sup>  
and
2. are judged to be Buildings of Individual Importance; and
3. are rated Excellent in Architectural Design or are rated Very Good in both Architectural Design and Relationship to the Environment.

(b) Significant Buildings - Category II.  
These are buildings:

1. which meet the standards in paragraph (a) above; and
2. to which, because of their depth and relationship to other structures, it is feasible to add different and higher replacement structures or additions to height at the rear of the structure, even if visible when viewing the principal facades, without affecting their architectural quality or relationship to the environment and without affecting the appearance of the retained portions as separate structures when viewing the principal facades. The designation of Category II buildings shall identify for each building the portion of the building beyond which such additions may be permitted.

(c) Contributory Buildings - Category III. These are buildings which:

1. are located outside a designated Conservation District; and
2. are at least forty years old; and
3. are judged to be Buildings of Individual Importance; and
4. are rated Very Good in Architectural Design or Excellent or Very Good in Relationship to the Environment.

(d) Contributory Buildings - Category IV. These are buildings which:

1. are located in a designated Conservation District; and
2. are at least forty years old; and
3. are judged to be Buildings of Individual Importance and are rated either Very Good in Architectural Design or Excellent or Very Good in Relationship to the Environment.
4. are judged to be Buildings of Contextual Importance and are rated Very Good in Architectural Design and/or Excellent or Very Good in Relationship to the Environment.

(e) Unrated Buildings -- Category V.  
Buildings which are not designated as Significant or Contributory.

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<sup>1</sup>The inventory of buildings consisted only of buildings constructed prior to 1945.

## THE PLAN

The Urban Design Element of the Master Plan contains objectives and policies encouraging preservation. These form the basis of the preservation objectives, policies, and implementing actions proposed in this Plan.

### OBJECTIVE 1

#### CONSERVE RESOURCES THAT PROVIDE CONTINUITY WITH SAN FRANCISCO'S PAST.

For San Francisco to retain its charm and human proportions, irreplaceable resources must not be lost or diminished. Past development, as represented by both significant buildings and by areas of established character, must be preserved. The value of these buildings and areas becomes increasingly apparent as more and more older buildings are lost.

#### POLICY 1

Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

Older buildings that have significant historical associations, distinctive design, or characteristics exemplifying past styles of development should be permanently preserved. A continuing search should be made for new means to make landmarks preservation practical--physically and financially.

Criteria for judgment of historic value and design excellence should be more fully developed with attention to individual buildings, and to areas or districts. Efforts to preserve the character of individual landmarks should extend to their surroundings as well.

To some degree many other older structures are worthy of retention and public attention. Therefore, various kinds and levels of recognition are required, keeping in mind that the success of the preservation program depends upon the broad interest and involvement of property owners, improvement associations, and the public at large.

## POLICY 2

Use care in remodeling significant older buildings to enhance rather than weaken their original character.

The character and style of older buildings of all types and degrees of merit can be needlessly hidden and thus diminished by misguided improvements. Architectural advice and, where necessary and feasible, the assistance of public programs should be readily available to property owners to assist them in retaining fidelity to the original design.

Along commercial streets, signs on building facades should be in keeping with the style and scale of the buildings and street, and should not obscure architectural lines and details.

## POLICY 3

Design new buildings to respect the character of older development nearby.

Care should also be exercised in the design of new buildings proposed near landmarks or in older areas of distinctive character. New and old can stand next to one another with pleasing effects, but only if a similarity or successful transition is achieved in scale, building form, and proportion. The detail, texture, color, and material of the old should be repeated or complemented by the new.

Existing downtown buildings often provide strong facades that enclose the street space or public plazas. The character of these facades should also be respected. Building controls should assure that prevailing heights or building lines will not be interrupted by new construction.

## IMPLEMENTING ACTIONS

- Require retention of the highest quality buildings and preservation of their significant features. Provide incentives for retention of other highly rated buildings, and encourage retention of their significant features.



This Plan proposes a preservation strategy that would require that 251 buildings rated as Significant Buildings be retained, while providing incentives to encourage the retention of 183 buildings rated as Contributory Buildings. They are shown on Map 13.

- Allow transfer of the unused development rights from Significant and Contributory Buildings.

Both significant and contributory buildings should be entitled to sell for use on another site "transferable development rights", that is, the difference between the actual square footage of the building to be retained and the square footage of a new building that could be built on the lot as determined by the applicable floor area ratio. These "transferable development rights" (TDR) could be transferred to any parcel or parcels within the same zoning district if the height, bulk, and other rules of this Plan would permit the increased square footage. TDRs from the retail and office districts and to a more limited extent from the general commercial and support districts could also be used in a special development district immediately south of the existing C-3-O district where increased densities are appropriate. Since the square footage is simply transferred from one lot for use on another, the total allowable density downtown would not be increased.

TDRs are proposed as a planning tool to insure the maintenance of sufficient development potential in the C-3 District to accommodate orderly growth and preserve a compact downtown, and to balance the public and private interests affected by the preservation policies. TDRs are not legally necessary to compensate property owners for restricting development of sites of landmarks and significant building sites. Similar restrictions on demolition of landmarks, without TDR, have been sustained by courts in many parts of the country.

### Significant Buildings

Those buildings of the highest architectural and environmental importance—buildings whose demolition would constitute an irreplaceable loss to the quality and character of downtown—would be required to be retained. There are 251 of these buildings. They include all buildings classified as Buildings of Individual Importance and rated as excellent in architectural design, or

very good in both architectural design and relationship to the environment. (This covers all remaining buildings rated "A" by Heritage and most of the buildings rated "B".)

These buildings—referred to in the Plan as Significant Buildings—are divided into Category I and Category II, the difference being in the extent of alteration allowed. There are 209 significant buildings in Category I (see Table 5) and 42 significant buildings in Category II.

Significant buildings in Category II can accommodate, because of their depth, more substantial alteration of the back of the building without affecting the building's architectural qualities or appearance or their ability to function as separate structures. Most of these buildings are on deep interior lots with non-architecturally treated side and rear walls. The alteration could be a rear addition to the building visible from the street, a new, taller building cantilevered over the back of the building, or replacement of the rear of the building with a separate, taller structure (see Figure 2). The addition or new building would be required to meet the guidelines for new construction in conservation districts (see that heading later in this chapter). These buildings, the amount of building depth required to be retained, and the basis for establishing that depth are listed on Table 6.

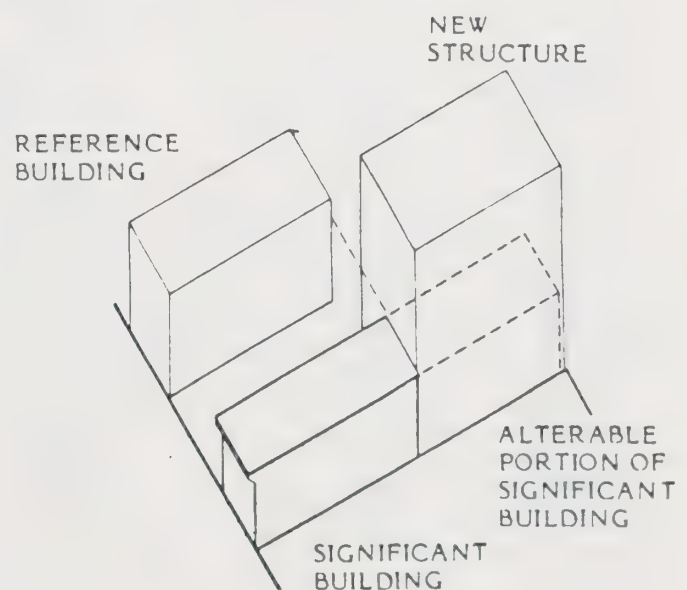


FIGURE 2  
CATEGORY II ALTERATIONS

TABLE 5  
CATEGORY I BUILDINGS

Address	Name of Building	Address	Name of Building	Address	Name of Building
22 Battery	Postal Telegraph	251 Kearny	Charleston	333 Pine	Chamber of Commerce
98 Battery	Levi Strauss	333 Kearny	MacDonough	348 Pine	Dividend
99 Battery	Donahoe	344 Kearny	Harrigan Weidenmuller	57 Post*	Mechanic's Institute
100 Bush	Shell	346 Kearny		117 Post	O'Connor Moffat
130 Bush	Heineman	362 Kearny		126 Post	Rochat Cordes
200 Bush	Standard Oil	222 Leidesdorff	PG&E Station J	165 Post	Rothchild
225 Bush	Standard Oil	1 Market	Southern Pacific	175 Post	Liebes
381 Bush	Alto	215 Market	Matson	180 Post	Hastings
445 Bush	Pacific States	245 Market	Pacific Gas & Electric	201 Post	Head
466 Bush*	Fire Station No. 2	540 Market*	Flatiron	225 Post	S. Christian
564 Bush*	Notre Dame des Victoires	562 Market	Chancery	275 Post	Lathrop
		576 Market	Finance	278 Post	Joseph Fredericks
158 California	Marine	582 Market*	Hobart	340 Post	Bullock & Jones
240 California*	Tadich's Grill (Buick)	660 Market*		442 Post	Chamberlain
260 California	Newhall	673 Market	Monadnock	450 Post	Elk's Club
301 California	Robert Dollar Bldg.	691 Market	Hearst	470 Post	Melico-Dental
341 California	Harold Dollar Bldg.	704 Market	Citizen's Savings	491 Post	1st Congregational Ch.
400 California*	Bank of California	722 Market	Bankers Investment	524 Post	Olympic Club
433 California	Insurance Exchange	744 Market*	Wells Fargo	600 Post	Alvarado Hotel
465 California	Merchants Exchange	760 Market*	Phelan	1 Powell	Bank of America
554 Commercial		783 Market	Humboldt	200 Powell	Omar Khayyam's
564 Commercial		801 Market	Pacific	301 Powell	St. Francis Hotel
569 Commercial*	P G & E Station J	835 Market	Emporium	432 Powell	Sir Francis Drake
119 Ellis	Continental Hotel	870 Market*	Flood	436 Powell	Chancellor Hotel
67 Fifth	Pickwick Hotel	901 Market	Hale Brothers	449 Powell	Poetz
88 Fifth	Old Mint	938 Market		540 Powell	Elk's Club Old
231 First		948 Market	Mechanics Savings	114 Sansome	Adam Grant
234 First	Phillips	982 Market	Warfield Theater	200 Sansome	American International
54 Fourth	Keystone Hotel	1000 Market	San Christina	201 Sansome*	Royal Globe Insurance
150 Franklin	Whiteside Apts.	1072 Market	Crocker Bank	221 Sansome	
251 Front	DeBernardi's	1095 Market	Grant	231 Sansome	TC Kierluff
2 Geary		1100 Market	Hotel Shaw	233 Sansome	Fireman's Fund
10 Geary	Schmidt	1182 Market*	Orpheum Theater	343 Sansome	Crown Zellerbach
28 Geary	Rosenstock	1355 Market	Merchandise Mart	400 Sansome*	Federal Reserve
108 Geary	Marion	34 Mason	Rubyhill Vineyard	401 Sansome	Sun
120 Geary	E. Simon	101 Mason	Hotel Mason	407 Sansome	
132 Geary	Sacs	120 Mason	Kowalski Apts.	71 Second	Wells Fargo
166 Geary	Whittell	602 Mason		121 Second	Rapp
285 Geary	St. Paul	83 McAllister	Methodist Book Concern	132 Second	
293 Geary	Lincoln	100 McAllister	Hastings Dormitory	141 Second	
301 Geary	Elkan Gunst	132 McAllister	Argyle Hotel	6 Seventh	Odd Fellow's
415 Geary*	Geary Theater	447 Minna		95 Seventh	US Court & Post Office
445 Geary	Curran Theater	54 Mint	McElroy	106 Sixth	
491 Geary	Clift Hotel	66 Mint	Remedial Loan	201 Sixth	Hotel Argonne
501 Geary	Bellvue Apt	1 Mission*	Audifred	111 Stevenson	Palace Garage
42 Golden Gate	Golden Gate Theater	658 Mission		46 Stockton	J. Magnin
		1018 Mission	Kean Hotel	101 Stockton	Macy's
200 Golden Gate	YMCA	130 Montgomery	French Bank	234 Stockton	Schroth's
1 Grant*	Security Pacific Bank	149 Montgomery	Alexander	600 Stockton*	Metropolitan Life
17 Grant	Zobel	220 Montgomery*	Mills		Insurance Co. Bldg.
50 Grant	Ransohoff-Liebes	235 Montgomery	Russ	108 Sutter	French Bank
51 Grant	Eleanor Green	300 Montgomery	Bank of America	111 Sutter	Hunter-Dulin
201 Grant	Shreve	315 Montgomery	California	130 Sutter*	Hallidie
220 Grant	Phoenix		Commercial Union	216 Sutter	Rose
233 Grant		400 Montgomery*	Kohl	255 Sutter	White House
301 Grant	Myers	405 Montgomery	Financial Center	256 Sutter	Sather
311 Grant	Abramson	500 Montgomery	American-Asian Bnk	266 Sutter	Bemiss
333 Grant*	Home Telephone	520 Montgomery	Paoli's	301 Sutter*	Hammersmith
334 Grant	Beverly Plaza Hotel	552 Montgomery	Bank of America	312 Sutter	Nutall
101 Howard	Folger Coffee	116 Natoma	N. Clark	391 Sutter	Galen
657 Howard	San Francisco News	147 Natoma	Underwriter Fire	445 Sutter	Pacific Gas & Electric
1049 Howard		29 New Montgomery*	Sharon	447 Sutter	Medical-Dental
125 Hyde	Rulf's Film Exchange	74 New Montgomery	Call	450 Sutter	Physician's
16 Jessie	One Ecker	79 New Montgomery		500 Sutter	Marines Memorial
1 Jones*	Hibernia Bank	116 New Montgomery	Rialto	609 Sutter	
25 Kearny	O'Bear	134 New Montgomery	Pacific Telephone	620 Sutter	
49 Kearny	Roullier	201 Ninth		640 Sutter	Metropolitan
153 Kearny	Bartlett Doe	20 O'Farrell	Kohler-Chase	403 Taylor	Hotel California
161 Kearny	Eyre	235 O'Farrell	Hotel Barclay	624 Taylor	Bohemian Club
200 Kearny		301 Pine	Pacific Stock Exchange	701 Taylor	
201 Kearny				2 Turk	Oxford Hotel
				11 Van Ness	Masonic Temple

\* A designated landmark and subject to Article 10.



Note: In the final reprint after adoption, this map will be consolidated with the map on page 69b.

— PROPOSED  
C-3 DISTRICT BOUNDARY

— PROPOSED CONSERVATION  
DISTRICT BOUNDARY

MAP 13

SIGNIFICANT BUILDINGS  
CATEGORIES I & II







Note: In the final reprint after adoption, this map will be consolidated with the map on page 69a.

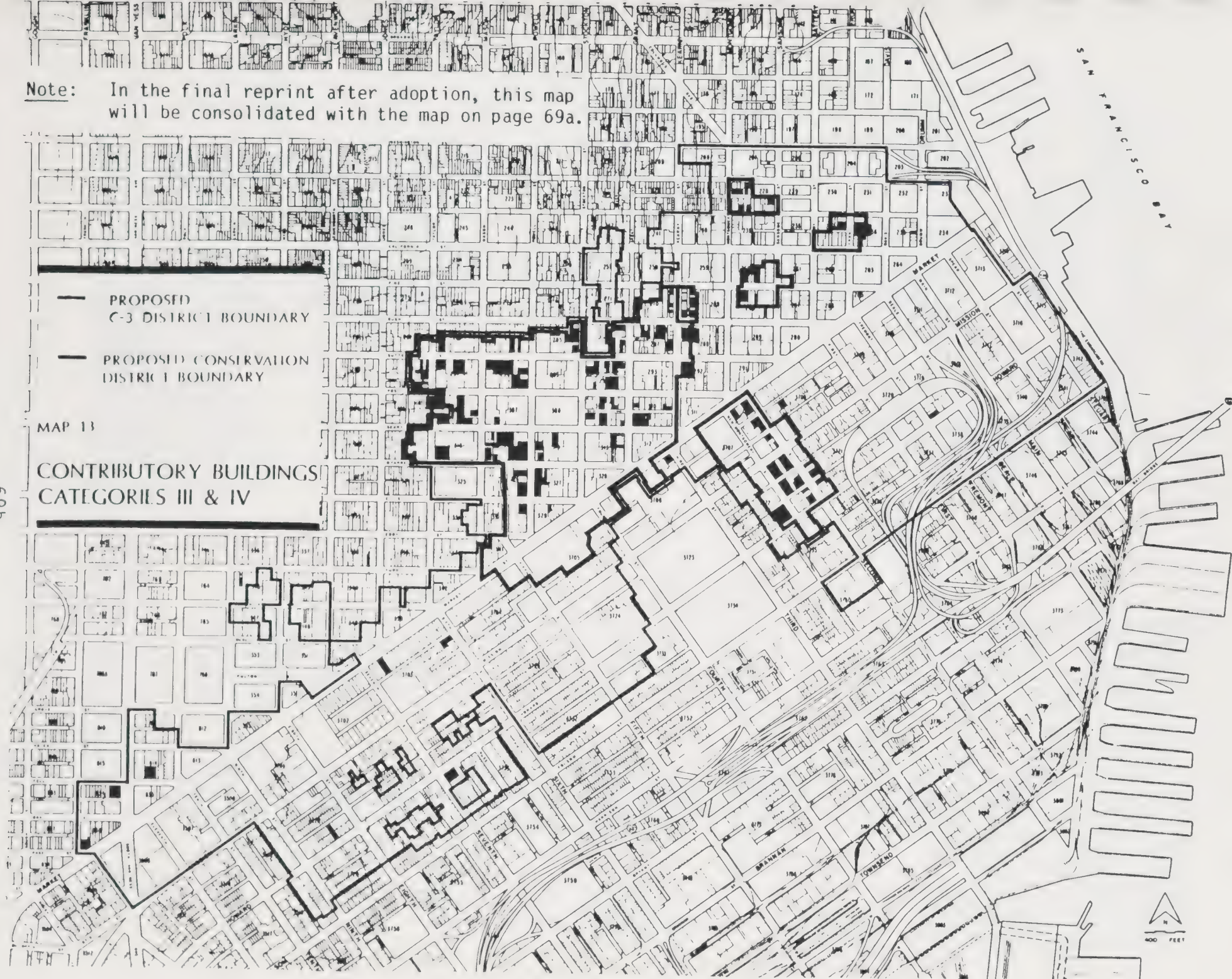


TABLE 6  
CATEGORY II BUILDINGS

<u>Address</u>	<u>Name of Building</u>	<u>Lot Depth</u> (in feet)	<u>Portion of Lot on Which an Addition to Height Visible When Viewing the Principal Facades is not Permitted</u> (in feet from property line at street in first column)	<u>Reference Point for Establishing Limitation on Height Addition</u>
350 Bush*	SF Mining Exchange	137.5	60	View of Russ Bldg courtyard
430 Bush		170	77.6	408 Grant
530 Bush	SF Environmental Ctr.	137.5	67.5	500 Bush
24 California	Marvin	137.5	77.5	13 Drumm
230 California	Hind	127.5	62	260 California
244 California	Welch	127.5	62	260 California lot configuration
166 Embarcadero	YMCA	137.5	50	building configuration
450 Geary	Sussex	137.5	60	468 Geary
458 Geary		137.5	60	468 Geary
255 Golden Gate	KGO	97.5	57.5	261 Golden Gate
631 Howard	William Volker Bldg	165	82.5	613-617 Howard
835 Howard	Dettners Printing	155	80	855 Howard
1035 Howard	Eng Skell	280	115	building configuration
1126 Howard		185	90	1122 Howard
123 Kearny	Young	108	67	161 Kearny
633 Market**	Palace Hotel	344	all but SW corner	original building
725 Market	Bancroft	170	100	711, 721 Market
735 Market	Carroll & Tilton	170	100	711, 721 Market
825 Market	Commercial	350	145	801 Market
973 Market	Wilson	170	90	991 Market
979 Market	Hale Bros.	170	90	991 Market
1019 Market	Eastern Outfitting	170	90	1023 Market
1059 Market	Ede	170	90	1043 Market
1067 Market	Lippert	170	90	1043 Market
1215 Market	San Franciscan Hotel	275	170	lot configuration
414 Mason	Native Sons	137.5	92	386 Geary
810 Mission	S.F. Bulletin	160	90	826 Mission
816 Mission		160	90	826 Mission
959 Mission	Calif. Casket Co.	160	80	987 Mission, lot configuration
1235 Mission	Margrum & Otter	160	80	1201 Mission
50 Oak	Young Mens Inst.	120	80	lot configuration
332 Pine	Orient	137.5	65	308 Pine
150 Post	Jewelers Bldg	137.5	80	200 Kearny, lot configuration
246 Post	Gumps	122.5	70	272 Post
555 Post	Press Club	137.5	75	569 Post
17 Powell	Powell Hotel	175	75	45 Powell, 57 Powell
135 Powell	Walgreens	137.5	75	111 Powell
154 Sutter	Central Realty	120	60	200 Kearny
250 Sutter	Goldberg Bowen	120	60	256 Sutter, lot configuration
532 Sutter	Christian Science Ch.	137.5	87.5	576 Sutter
562 Sutter	Hotel Regent	137.5	87.5	576 Sutter
625 Sutter	Academy of Art	137.5	87	lot configuration

Note: The gross floor area of a number of these buildings exceeds the FAR allowed in Section 124 of the proposed amendments to the Planning Code. Additions to these buildings would be allowed only to the extent permitted by Section 128(f)(2) of the proposed amendments to the Planning Code.

\* A designated landmark and subject to Article 10.

\*\* The Garden Court of the Palace Hotel is a designated landmark and subject to Article 10.



## Demolition of Significant Buildings

Demolition of a Significant Building would be permitted only if public safety requires it or, in taking into account the value of TDR, the Building retains no substantial remaining market value.

## Alteration of Significant Buildings

Changes in the facade, or significant exterior features or interior features designated as landmarks would be reviewed for their consistency with the architectural character of the building by applying criteria, based in part on the Secretary of Interior's Standards for Rehabilitation.

## Maintenance

Owners of significant buildings would be required to comply with all applicable codes, laws and regulations governing the maintenance of property in order to preserve the buildings from deliberate or inadvertent neglect.

## Contributory Buildings

The Downtown Plan proposes to encourage, but not require, retention of other buildings contributing to the quality and character of downtown. These buildings, called contributory buildings, consist of two groups:

### Category III

- Buildings classified as Buildings of Individual Importance and rated very good in architectural quality, but lower than very good in relationship to the environment, or rated excellent or very good in relationship to the environment, and located outside conservation districts. There are 16 of these buildings. They are listed on Table 7.

### Category IV

- Buildings classified as Buildings of Individual Importance and rated excellent or very good in architectural quality, but lower than very good in relationship to the environment or rated very good in architectural quality and which are located in a conservation district. There are 15 of them.

- Buildings within a conservation district which are classified as Buildings of Contextual Importance. These contextual buildings are buildings that themselves are not as highly rated in architectural design and relationship to the environment as Buildings of Individual Importance, but do make a substantial contribution to the "quality" of an area that contains a number of highly-rated buildings and that is proposed to be given special protection as a conservation district. The 166 Category IV buildings are listed in Table 8.

TABLE 7

### CATEGORY III BUILDINGS

<u>Address</u>	<u>Name of Building</u>
566 Bush*	Notre Dame des Victoires Rectory
608 Commercial	Original U.S. Mint and Subtreasury
33 Drumm	
42 Fell	
342 Howard	
667 Howard	
1097 Howard	Blindcraft
1234 Howard	Guilfoy Cornice
703 Market	Central Tower
1083 Market	
1582 Market	Miramar Apts.
615 Sacramento*	Jack's Restaurant
32 Sixth	Seneca Hotel
83 Stevenson	California Farmers'
72 Tehama	Brizard and Young
1 UN Plaza	J.S. Godeau
41 Van Ness	

- \* A designated landmark and subject to Article 10.

TABLE 8  
CATEGORY IV BUILDINGS

<u>Address</u>	<u>Name of Building</u>	<u>Address</u>	<u>Name of Building</u>	<u>Address</u>	<u>Name of Building</u>
28 Belden		325 Kearny		415 Sansome	Fugazi Bank
40 Belden		334 Kearny		20 Second	Schwabacher
52 Belden		353 Kearny	Kearny-Pine Building	36 Second	Morgan
364 Bush	Sam's Grill	358 Kearny		42 Second	
380 Bush	Shasta Hotel	215 Leidesdorff		48 Second	Kentfield & Esser
415 Bush		118 Maiden Lane	Lloyd	52 Second	
429 Bush		177 Maiden Lane		60 Second	
447 Bush	Hansa Hotel	601 Market	Sante Fe	70 Second	
461 Bush	Mfg. Jeweler's	609 Market		76 Second	
507 Bush	St. Charles Hotel	623 Market	Metropolis Trust	90 Second	
515 Bush	Terbush	300 Mason	Hotel Virginia	120 Second	
553 Clay		334 Mason	King George Hotel	133 Second	Morton L. Cook
559 Clay		425 Mason	S F Water Dept.	144 Second	
61 Ellis	John's Grill	542 Mason	St. Francis Apts.	149 Second	
111 Ellis	Powell	609 Mission	Stevenson	156 Second	Jackson
120 Ellis	Misses Butler	617 Mission	Koracorp	163 Second	Marcus Modry
222 Front		540 Montgomery	Bank of America	165 Second	Electrical
235 Front		111 New Montgomery	Standard	168 Second	
236 Front	Schroeder	137 New Montgomery	Furniture Exchange	182 Second	Barker, Knickerbocker, & Bostwick
239 Front		170 New Montgomery	St. Moritz Hotel	216 Stockton	A.M. Robertson
246 Front		180 O'Farrell	Spaulding Hotel	222 Stockton	Drake-Wiltshire Hotel
250 Front		233 O'Farrell		334 Stockton	Annex
66 Geary	Hotel Graystone	272 O'Farrell			Drake-Wiltshire Hotel
88 Geary	Caillieu	280 O'Farrell	Selsbach and Deans	340 Stockton	
100 Geary	Granat Brothers	340 Pine	Phoenix	415 Stockton	All Seasons Hotel
101 Geary	Paragon	359 Pine	Exchange Block	417 Stockton	
129 Geary		369 Pine		427 Stockton	Sutter Hotel
146 Geary		485 Pine	Guggenheim	171 Sutter	Orpheus
152 Geary		216 Post	Gumps-E. Arden	307 Sutter	
156 Geary		223 Post	Graff	310 Sutter	
251 Geary	Werner	233 Post	Mercedes	315 Sutter	Newbegin
347 Geary	Hotel Stewart	251 Post		323 Sutter	Hotel Alamo
366 Geary	Rosebud's English Pub	272 Post	St. Andrew	345 Sutter	
381 Geary		438 Post	Hotel Cecil	371 Sutter	Nathalie Nicoli
419 Geary	Paisley Hotel	545 Post	J.J. Moore Apts.	400 Sutter	McCloud
436 Geary	Somerton Hotel	620 Post		524 Sutter	Cartwright
459 Geary		624 Post		535 Sutter	Westphal
468 Geary		45 Powell	Hotel Golden State	540 Sutter	John Simmons
476 Geary	Hotel David	100 Powell		547 Sutter	Lowell
484 Geary		111 Powell	Elevated Shops	559 Sutter	
490 Geary	Hotel Maryland	120 Powell	Hotel Herbert	575 Sutter	
39 Grant	Fisher	134 Powell	Manx Hotel	595 Sutter	Francisca Club
59 Grant		151 Powell	Howard	635 Sutter	Hotel Beresford
100 Grant	Livingston Brothers	201 Powell		655 Sutter	
166 Grant		207 Powell		679 Sutter	
251 Grant		226 Powell		680 Sutter	
255 Grant		235 Powell		690 Sutter	
321 Grant	Hotel Baldwin	236 Powell	Hotel Stratford	693 Sutter	
45 Kearny	Oscar Luning	421 Powell	United Airlines	701 Sutter	
209 Kearny		435 Powell		717 Sutter	
215 Kearny		439 Powell		420 Taylor	Hotel DeLuxe
219 Kearny		445 Powell		615 Taylor	NBC/KBHK
227 Kearny		553 Sacramento		621 Taylor	Taylor Hotel
240 Kearny	Marston	560 Sacramento		625 Taylor	Winterburn Hotel
246 Kearny	Hotel Stanford	568 Sacramento	PG&E Station J	627 Taylor	Eisenberg Apts.
260 Kearny		576 Sacramento	Potter		Hawthorne Apts.
315 Kearny					

## Demolition and Alteration of Contributory Buildings

While preservation of contributory buildings is desirable and would be encouraged by allowing their owners to transfer unused development rights, their importance is not so great as to justify a requirement that they be retained. Therefore, demolition and replacement or substantial alteration of such buildings would be allowed.

However, if the contributory building is in a conservation district, the design and scale of the modification or the replacement building would be reviewed to assure that the building appropriately maintains the character of the district (see discussion of Conservation Districts below.)

Alteration of a contributory building that adversely affects the qualities for which it was given transferable development rights should make it no longer eligible for TDR. Therefore, alterations would have to meet the guidelines for significant buildings in order for the building to retain its transferable development rights.

Once development rights are transferred from a contributory building, alteration or demolition of the building would be regulated by the rules applicable to significant buildings.

Owners of contributory buildings would be required to comply with all applicable codes and regulations governing the maintenance of the property in order to protect the building from deliberate or inadvertent neglect.

## Relationship of Downtown Plan Designation To Landmark Designation

The landmark designation process set out in Article 10 of the City Planning Code would not be changed by the proposals in this Plan. In the future, however, the landmarking function in downtown (the C-3 districts) would be shifted to designating and protecting buildings with special historic or cultural significance or significant interiors, as opposed to buildings with special exterior architectural quality or contribution to the environment. A building's historic or cultural significance might be based on people associated with the building (such as the architect or a famous person), events connected with the building, social or economic patterns illustrated by the building, noteworthy type of construction, or age of the building. These factors alone were not the basis for determining which buildings should be protected by strict anti-demolition controls under the Downtown Plan.



## IMPLEMENTING ACTIONS

- Create conservation districts in areas with special characteristics and qualities.

Certain sections of downtown have concentrations of buildings that together create geographic areas of unique quality. In these areas, buildings of a somewhat lesser quality than those required to be retained take on an increased importance. These buildings help create a setting that reinforces and complements the qualities of the more significant structures in the area, and their own attributes are more apparent and appreciated.

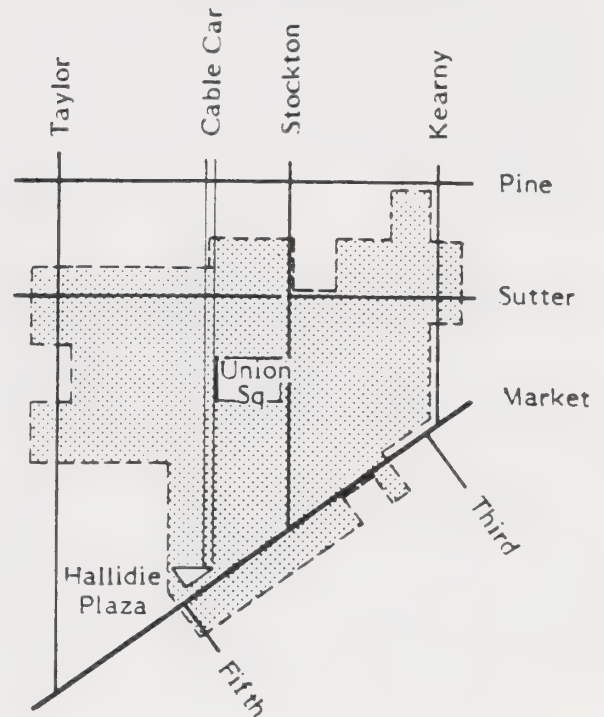
Areas containing these concentrations of significant and contributory buildings would be designated as conservation districts to facilitate preservation of the quality and character of the area as a whole.

### Conservation Districts

The proposed conservation districts consist of one large area—much of the existing C-3-R and portions of the C-3-G and C-3-O districts—and four smaller areas in the C-3-O district.

In these districts, demolition and alteration of significant buildings would be subject to the restrictions applicable to those buildings described above. Contributory buildings as well as unrated buildings could be altered or replaced by new development. However, alterations or new development would be reviewed to assure maintenance of the character of the district. Both significant and contributory buildings would have transferable development rights.

### District 1: Kearny-Market-Mason-Sutter Conservation District



Bounded generally by Kearny, Market, Mason, and Sutter and Bush Streets.

Of a total of 324 buildings in this district, there are 112 significant buildings, and 114 contributory buildings. Only 98 buildings are unrated.

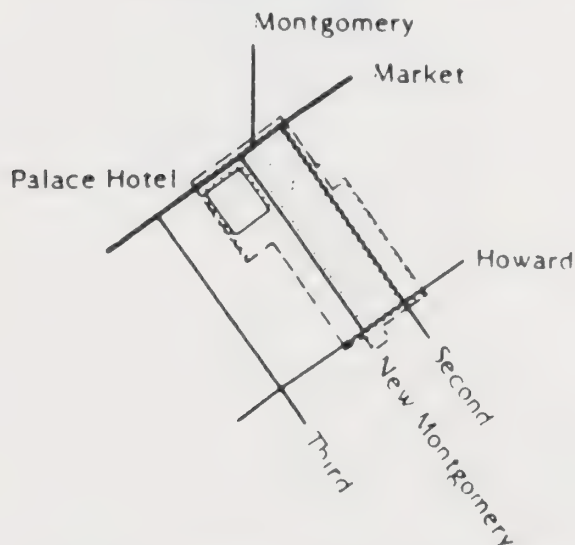
The area was rebuilt shortly after the earthquake and fire and gained its present appearance by 1910. Many buildings are outstanding by themselves. Collectively the grouping of buildings of similar scale, color, height, materials, fenestration, and style creates a unified, yet diverse representation of the "harmonious city," a goal of the City Beautiful Movement of that era.

Almost three-fourths of the buildings in this district are 80 feet or less in height. Generally the older buildings that do exceed the prevailing height range retain the same scale at their lower level as the smaller buildings, thus providing architectural continuity for the pedestrian and visual interest from a distance.

Despite some changes over the years, most of the buildings constructed in the post-fire period are still largely intact above the ground or second story. Since the buildings were designed to readily allow such changes in response to changing tenant needs, the architectural significance of most buildings has not been seriously impaired.

To assure that new development is consistent with the scale of existing development, heights in the district would generally be limited to 80 feet, with an additional 50 feet (up to 130 feet) permitted only as a conditional use.

District 2: New Montgomery-Second Street Conservation District



New Montgomery and Second Streets from Market to Howard; and Market Street from Sansome to Third.

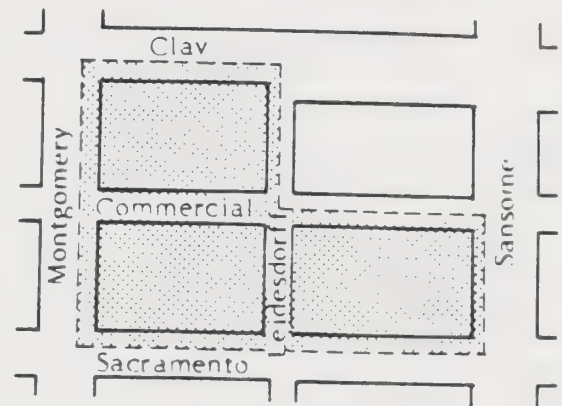
Of 47 buildings in the district, 14 are significant buildings, and 26 are contributory buildings. Only seven buildings are unrated.

This area is one of the earliest extensions of the Financial District into the South of Market area. As such, it contains a few structures whose scale and size are more monumental than are those in the other conservation districts. The Palace Hotel, Pacific Telephone, Sharon, Rialto, and Call buildings—all on New Montgomery Street—are particularly outstanding.

Second Street is characterized by smaller, less significant buildings. But because of the nearly continuous streetwall and consistent use of cornices and other architectural features, it forms a more coherent streetscape.

To assure that new development is consistent with the scale of existing development heights would generally be limited to 150 feet along Second Street and 200 feet along New Montgomery Street.

District 3: Commercial-Leidesdorff Conservation District



Three-fourths of the block bounded by Sansome, Sacramento, Montgomery, and Clay Streets.

Of 20 buildings in the district, nine are significant buildings and nine are contributory buildings. Only two buildings are unrated.

A fine-grained enclave, this district contains a variety of styles including Classical banking temples, three PG&E substations—each in a different style, and one of the few Gothic structures in the downtown. Combined, they create an area of rich visual interest within a concentrated pedestrian environment.

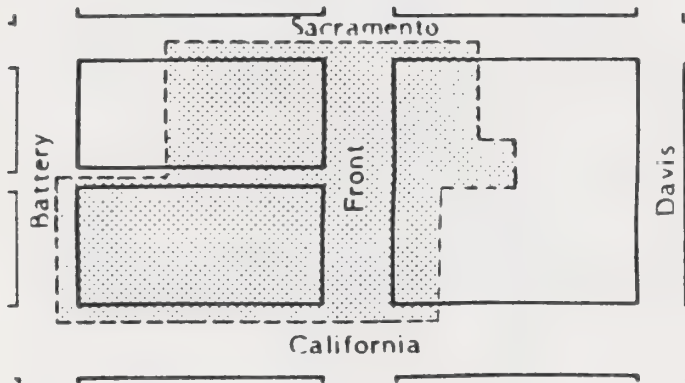
The special character of this block is created by the intersection of two narrow streets, Commercial and Leidesdorff, which divide the block into quadrants. Although the northeast quadrant has been redeveloped by a highrise of insensitive scale, the essential qualities of the district remain intact.

The prevailing height of the buildings in the district is from 30 to 60 feet, and only two buildings exceed these heights.

To assure that new development is consistent with the scale of existing development, heights in the district would be limited

to 75 feet. Unrated buildings could be altered or replaced by new development up to the height limit to make them more compatible with surrounding buildings. Any unused floor area ratio (FAR) after such alteration or replacement could be treated as transferable development rights.

District 4: Front-California Conservation District



Front Street from California to Sacramento, and the north side of California Street from Front to Battery

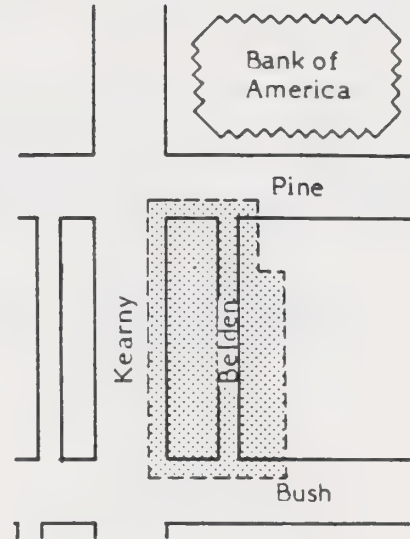
The area contains 19 buildings. Six are significant buildings, and six are contributory buildings. Only seven buildings are unrated.

The low height and small scale of this district contrast with the rest of the Financial District and the adjacent Embarcadero Center. The prevailing height along Front Street is from 30 to 50 feet, and only two buildings exceed these heights. On California Street, with one exception, the heights range from 45 to 95 feet.

The Front Street block still retains its post-fire appearance, and is linked to the slightly higher density development around the corner on California Street by use of similar materials, scale, color, and massing. Several of the buildings on Front Street are not distinguished and could be replaced, but the general scale and height of the area should be retained.

Primary objectives in the review of new development would be the preservation of the present scale of development, the degree of sky exposure, and the amount of sunlight reaching the street. The height limit would generally be limited to 75 feet. Unrated buildings could be altered or replaced within the height limits to make them more compatible with surrounding buildings. Any unused FAR after such alteration or replacement could be treated as transferable development rights.

District 5: Kearny-Belden Conservation District



Belden Street and the east side of Kearny Street from Bush to Pine.

There are 15 buildings in the district; three are significant buildings and eight are contributory buildings. Four buildings are unrated.

Belden Street is a one-block alley running parallel to Kearny Street, limiting the depth of the Kearny Street parcels to 50 feet. The parcels on the east side of Belden are of a similar depth, resulting in all the buildings being developed to a low height ranging from 15 to 40 feet. Although there are few outstanding buildings, the long-established scale and character of this area at the edge of the dense financial district immediately to the east give it a unique character warranting preservation.

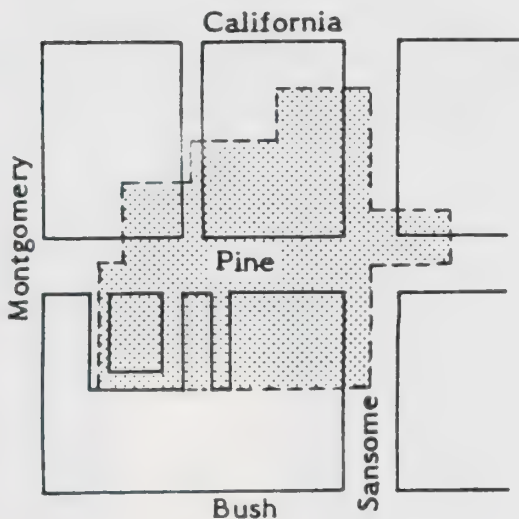
To assure that new development is consistent with the scale of existing development, heights in the district would be limited to 50 feet.

Belden Street's function as a lunchtime mall should be enhanced. New uses on the ground floor should generally be limited to food services. Some buildings on Belden Street only have pedestrian entry onto Kearny Street. As those buildings are altered, entrances should be created from Belden Street.



Unrated buildings could be altered or replaced by new development up to the height limits to make them more compatible with surrounding buildings. Any unused FAR after such alteration or replacement could be treated as transferable development rights.

#### District 6: Pine-Sansome Conservation District



Pine from Sansome to Montgomery and west side of Sansome from Pine to California.

Of the 12 buildings in this district, 7 are significant buildings, and 5 are contributory buildings. No buildings in this district are unrated.

The district gained its present appearance by the 1930's. The area has always played an important role in the financial life of the city, and with the addition of the Pacific Stock Exchange in the 1930's, one of the most important financial functions of the city located in the district.

The character of the district is formed by the series of public and private alleyways. In a number of cases, these alleys set off the buildings, but the buildings continue to maintain the street enclosure. These alleys create a rhythm of buildings and street spaces which helps to humanize the district. The most important building in the district is the Pacific

Stock Exchange, which establishes the tone for the district with its Classical/Art Moderne exterior. Set upon a base of broad steps, the building also functions as an open space. The other buildings in the district are of high quality, and include a variety of styles. Examples of Skyscraper Gothic, Gothic, Georgian Revival, as well as the more familiar buildings derived from Renaissance sources create a rich mix of the various stylistic sources of the early Twentieth Century. The Heights of the buildings range from 40' to 200'.

To assure that new development is consistent with the scale of existing development, heights in the district would be limited to 150 feet.

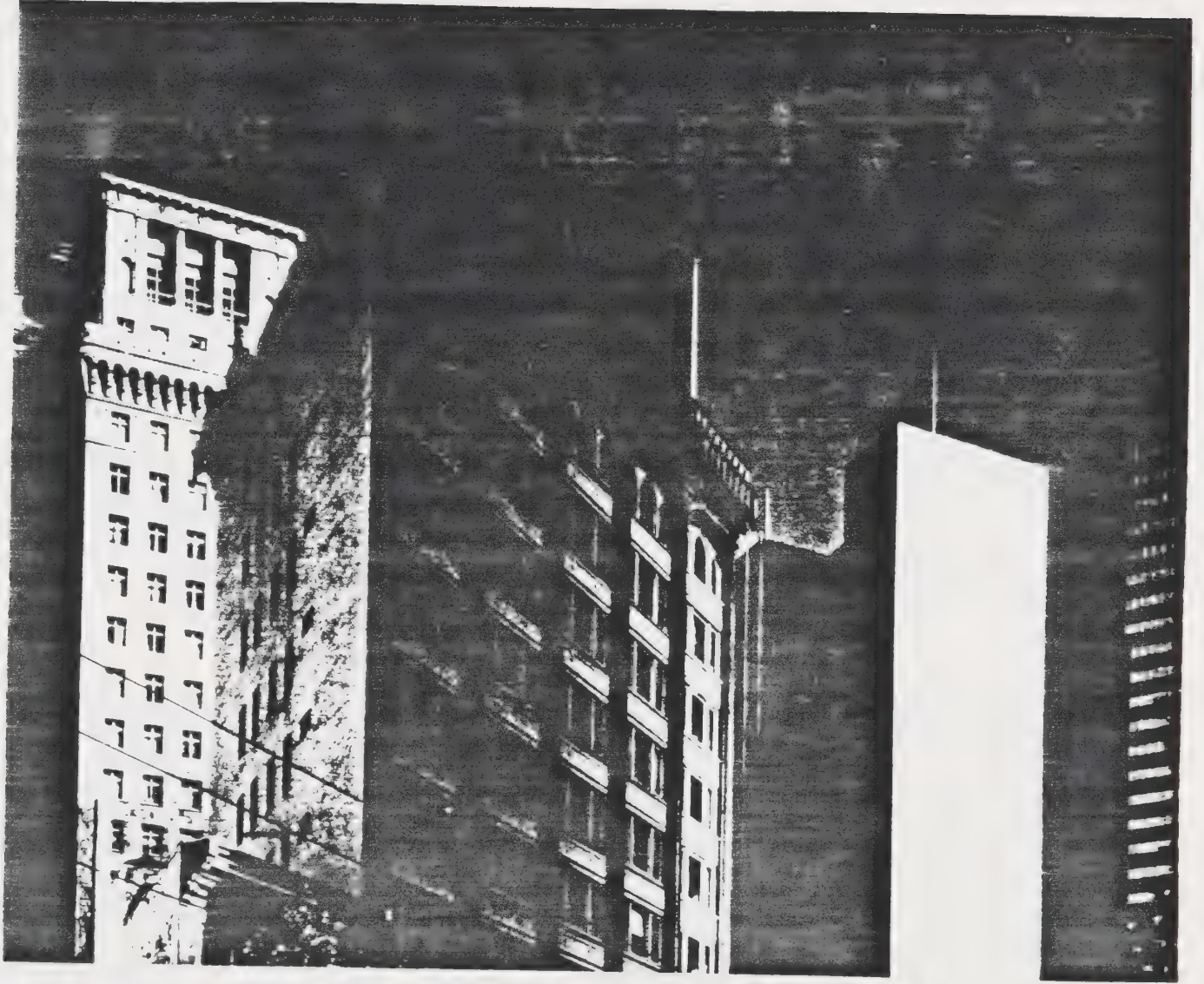
#### New Construction and Alteration of Contributory and Unrated Buildings in Conservation Districts

New construction or alteration of contributory and unrated buildings would be reviewed to ensure that it is consistent in scale and design with the district in general and with the architectural character of the surrounding buildings in particular. The building massing, scale, materials, and ornamentation prevailing in the conservation district, and especially along the block, would all be considered.

#### Tax Incentives

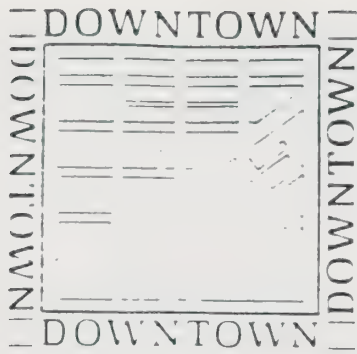
Most of the significant buildings and some of the contributory buildings are likely to be eligible for listing in the National Register of Historic Places. If listed on the Register, these buildings are eligible for federal tax credits and depreciation allowances because of their individual architectural merit. (These tax benefits have no value to non-profit owners, such as churches and social service agencies).

However, many of the contributory buildings will be eligible for federal tax credits and depreciation allowances, only if they are in districts designated on the National Register as Historic Districts. If there is support to do so from property owners, the conservation districts in whole or in part, could probably be qualified as historic districts for tax purposes.



Malcolm Lubliner





# URBAN FORM

The urban form chapter includes objectives, policies and actions governing downtown building height and bulk, separation of buildings, sunlight access, wind protection, building appearance, and the relationship of buildings to the street.

## HEIGHT AND BULK

### BACKGROUND

Existing height and bulk rules in the Planning Code are based on the Urban Design Plan adopted as part of the Master Plan in 1971. The Plan, much acclaimed, was the first of its kind in the nation. It proposed citywide height and bulk controls based on two policies. The first called for relating the height of buildings to important city patterns and to the height and character of existing development. The second called for relating the bulk of buildings more to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction. The height and bulk controls were adopted as part of the Planning Code in 1972.

The policies articulated in the Urban Design Plan are still valid. The experience of the last 12 years, however, indicates that the code provisions implementing the policies need to be refined. Most new highrise office developments during this period have been rectangles of similar shape, height and bulk. The results on the city's skyline demonstrate the need for revised bulk rules. Heights are too permissive in some areas where character and scale of existing development should be protected by lower, more compatible heights.

### THE PLAN

#### OBJECTIVE 1

CREATE AN URBAN FORM FOR DOWNTOWN THAT ENHANCES SAN FRANCISCO'S STATURE AS ONE OF THE WORLD'S MOST VISUALLY ATTRACTIVE CITIES.

The visual appeal of San Francisco is based on its topography—its hills and ridges and their relationship to the ocean and bay—and on the scale of existing development. This scale is by and large a light-toned texture of separate shapes blended and articulated over the city's topography.

Fitting new development into this environment is, in a broad sense, a matter of scale. It requires a careful assessment of each building site, relating a potential new structure to the size and texture of its surroundings. It means making a very conscious effort to achieve balance and compatibility in the design for the new building. Good scale depends upon a height that is consistent with the total pattern of the land and of the skyline, a bulk that is not overwhelming, and an overall appearance that is complementary to the building forms and other elements of the city. Since the height, bulk and appearance of past development differs within the city, scale is relative.



Historically, the buildings forming San Francisco's skyline and streetscape were harmonized by color, shape, and details. Much effort was made in the past to relate each new building to its neighbors at both upper and lower levels, and to avoid jarring contrasts that would upset the city pattern. Special care was accorded the edges of distinct districts, where transitions in scale are especially important. Similar effort and care must be taken with new development in the future.

Tall buildings are a necessary and expressive form for much of the city's office, apartment, hotel and institutional development. These buildings, as soaring towers in an otherwise light-colored, low-rise city, evidence the city's economic strength. They make economical use of land, offer fine views to their occupants, and permit efficient deployment of public services. If properly placed, tall buildings enhance the topographic form and existing skyline of the city.

A proper plan for building height should weigh all the advantages and disadvantages of height at each location in the city. It should also take into account appropriate, established patterns of building height and scale, seeking for the most part to follow and reinforce those patterns. The plan should recognize the functional and economic needs for space in major centers for offices, high density apartments, and hotels.

Bulk refers to the apparent massiveness of a building compared to its surroundings. A building may appear to have great bulk whether or not it is of extraordinary height. It can block near and distant views and create a disconcerting dominance on the skyline and neighborhood. Users of modern building space may find these bulky forms more efficient, or more logical for combining several uses in a single development. But, these considerations do not measure the external effects upon the city.

The apparent bulk of a building depends primarily upon two factors: the amount of wall surface visible, and how far the structure extends above its surroundings. Accordingly, a plan seeking to avoid excessive bulkiness should consider the existing scale of development in each part of the city and the effects of topography in exposing building sites to widespread view.

In general, the texture of San Francisco, when viewed from close-up or from afar, is one of small-scale buildings covering the hills on a grid street pattern, punctuated by green space and occasional larger significant structures, such as churches, schools, and hospitals. The collective mass of office buildings in the Financial District has become the most prominent man-made component of the skyline. The bridges, Twin Peaks, and Golden Gate Park, remain distinctive and identifiable, but increasingly, the intense cluster of large-scale structures is the city's dominant image. The bulkiness and repetitive boxiness of many recent structures have obscured the fine-scale sculptured skyline of pre-World War II San Francisco. To create a new sculptured skyline, new buildings must have generally thinner and more complex shapes.

Control of building bulk limits the impact of building mass. At the streetscape—the closest view—building mass directly affects the light and air on the street, on plazas, and on adjacent buildings. The mass of an individual building dominates the scene from a pedestrian's view.

Views down a street or from upper floors of buildings across the downtown enable the mass and shape of buildings to be compared with one another. Here relationships of building forms to other building forms become important. An excessively bulky building can obscure views to and from other buildings.

At a distance of a mile or more, relationships among buildings form a skyline image—a combined mass and shape. The bulk and form of the individual structures—most particularly the taller, larger structures and those at the edge of downtown—affect the skyline image.

Bulk controls should address the impact of a building at the streetscape view, its relationship to neighboring buildings, and its cumulative impact on the skyline as a whole. Controls should provide a building envelope that offers a latitude for individual building design, but in harmony with the whole.

## POLICY I

Relate the height of buildings to important attributes of the city pattern and to the height and character of existing and proposed development.



Urban Form

Map 14

- Existing Height District Boundary  
 — Existing C-3 District Boundary

**EXISTING HEIGHT  
and BULK DISTRICTS**





Downtown height controls should be consciously structured and varied to create specific areas which simulate the natural hills that characterize San Francisco. Taller buildings should be clustered to promote the efficiency of commerce and avoid unnecessary encroachment upon other areas. The downtown financial core—the major place of tall buildings in the city—should be kept separate from other less intense activity areas in surrounding low rise development. It should taper down to the shoreline of the Bay. Other highrise nodes should be kept away from the base or sides of hills as far as possible, or should be restrained from further intrusion onto hillsides.

In previous eras of city building, the height of new development within an area might be expected to vary considerably. The pressure to maximize development on a site was not as significant a factor then. Under such conditions, extended areas with the same height limit did not pose any city form problems. A natural variety of heights resulted in a complex, interesting city form.

There is now, however, an increasing tendency to build to the height limit, particularly in height districts lower than 400 feet. When many buildings are constructed at the height limits, a visible lining up of building tops occurs. This phenomenon called benching causes an awkward city form.

To avoid this benching effect, narrower height districts of varied height and mechanisms which allow greater height for more slender buildings should be created. Height limits should be structured so as to allow the presence of new buildings to affect the existing skyline in a positive way, softening existing "benching," and providing more variety and interest in the skyline and general view of the city.

## POLICY 2

Foster sculpturing of building form to create less overpowering buildings and more interesting building tops, particularly the tops of towers.

As buildings increase in height, they should be sculptured or shaped to appear increasingly slender and delicate. Modifying the silhouette of a building, making the more visible upper portion slender, offsets the building's bulkiness.

The shape given to the top portion of every large structure should consider the building's position in city views. Prominent buildings should be consciously designed to contribute to a graceful skyline in harmony with the texture of development on surrounding hills. Buildings below the city silhouette, but still prominent in views, should contribute to an overall sculptural form—avoiding awkward or overscaled blunt forms. The tops of all buildings should be interesting to look at from nearby towers.

Skyline effects of existing box-shaped buildings should be masked or softened by new tall, well-composed buildings with sculptured tops. Tops of new buildings similar in height to nearby towers should be shaped and detailed to disguise the similarity.

## POLICY 3

Create visually interesting terminations to building towers.

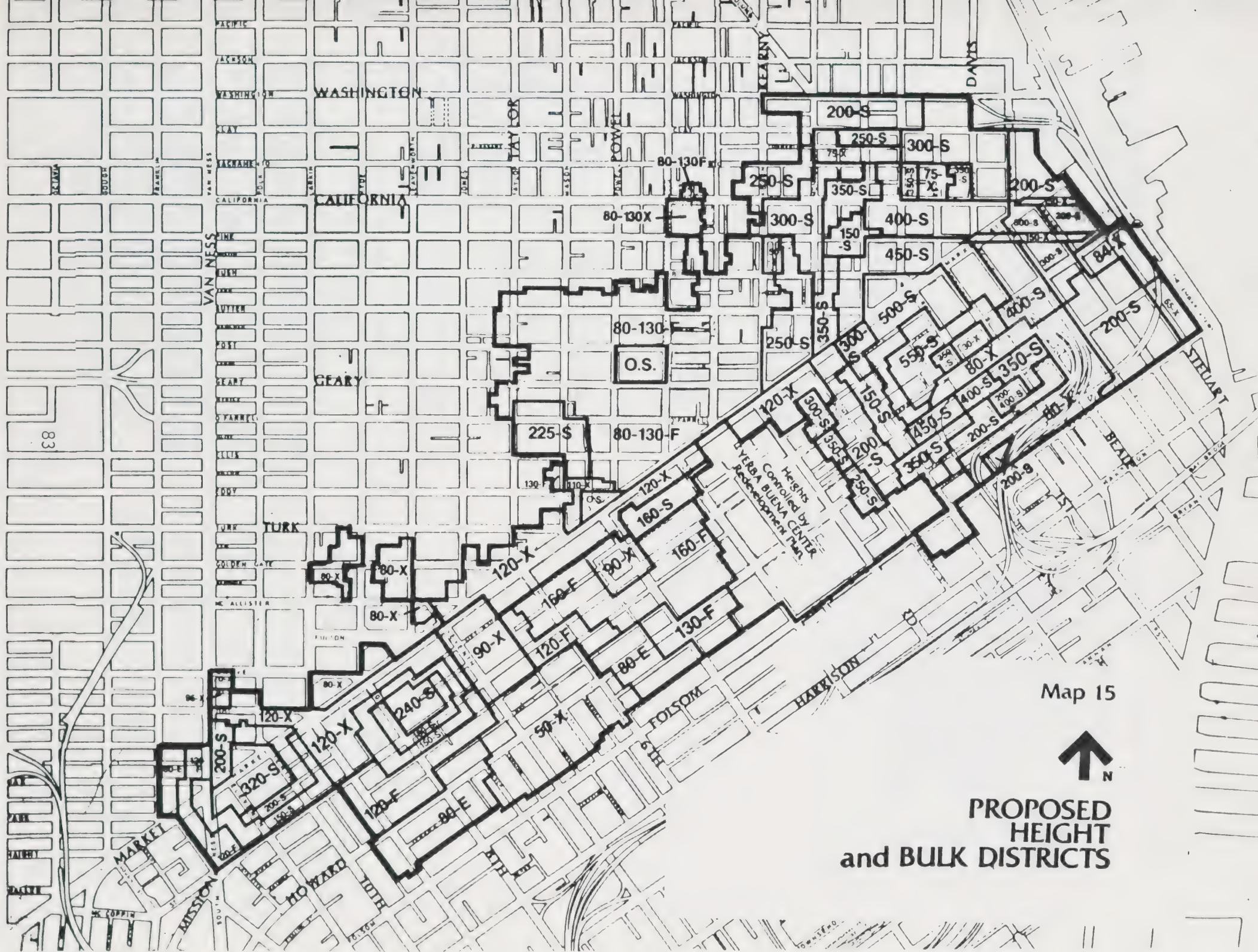
All buildings should be massed or otherwise designed or articulated to create a visually distinctive termination of the building facade. The intent is to return to the complex visual imagery of the surrounding hillsides and to the complex architectural qualities of older San Francisco buildings. However this does not mean that literal employment of historical detailing is encouraged, although that may be called for in particular circumstances. What is desired is the evolution of a San Francisco imagery that departs from the austere, flat top box — a facade cut off in space.

## IMPLEMENTING ACTIONS

- Modify the allowable heights downtown.

Proposed heights for the C-3 district are shown on Map 15. The proposed bulk rules (see below) would allow certain exceptions in these height limits for optional tower extensions and certain vertical attachments. The rationale for the modifications in allowable heights in various sections of downtown is outlined below.







## Market Street Spine

The existing height districts permit a ridge of highrise development to line Market Street from the financial district to Van Ness Avenue. The proposed heights call for a distinct separation of a smaller cluster of highrises near Van Ness from the main concentration east of Kearny. The separation would be achieved by lowering heights substantially between Fifth and Seventh Streets and reducing the area available for higher development north and south of Market Street within this area. In addition to achieving a more sculptured urban form, the lowered heights would ensure a more human-scaled and sunny environment for residential areas north and south of Market. Additionally, view corridors along Grant Avenue and Powell Street across Market Street would be preserved.

## Retail District

As indicated elsewhere in the Plan, the continued success and vitality of San Francisco's retail center depends upon a unique combination of shops, stores, and services, along with a visually rich, urban, human-scaled, and sunny environment. To conserve these qualities, new buildings should be limited to heights that will:

- Protect those qualities of sunlight, scale, and character that contribute to a successful retail area.
- Maintain a comfortable human scale combined with an intense urban vitality.
- Assure relatively sunny streets and generous daylighting of public spaces.
- Retain coherent groupings of richly decorated, similarly scaled, older buildings that contribute to the distinctive image of the area.

Height limits are proposed which will be more commensurate with the general scale of most retail buildings in the area.

The Plan would allow additional height above 80 feet up to a maximum of 130 feet only if:

- the structure does not add to shadows upon sidewalk or other pedestrian open spaces;

- the structure provides an appropriate transition to adjacent higher or lower buildings; and
- the additional height of the structure is set back an appropriate distance from the street frontage to maintain continuity of the predominant streetwall on the block.

## Financial District

The major change proposed in height limits in the financial district would be to shift higher height districts to the south. The plan would also reduce the area of higher height districts. These actions would shift the thrust of future development from north of Market—which contains many buildings of architectural merit and is already at a high overall density—to an area with fewer existing buildings deserving preservation and much lower existing densities. The proposals continue the basic concept of a relatively small compact highrise office core surrounded by easily accessible, sunny lowrise or open areas.

## Market-Van Ness

The most significant proposal here is to constrict the area of higher height limits in the area bounded by the Civic Center, Seventh Street, Howard Street, and the Central Freeway. The area would be transitioned to the lowered heights between Seventh and Fifth Streets. The reductions are also designed to secure a better transition to the Civic Center. The increased complexity of height districts in the area is intended to reduce the visual benching of buildings.

## South of Market—West of Y.B.C.

The existing height plan features three height limit terraces stepping upward from Folsom Street—each terrace is close to a mile in length. If sufficient properties developed to these limits, they would create awkward looking stairsteps when viewed from west and south. This form would be antithetical to the softer profiles of the city's hills. Therefore, the Plan proposes to increase height limits more gradually.

The area between 6th and 7th Streets south of Mission contains a large number of residential buildings fronting the interior alleyways. The Plan proposes lowering heights in this zone to preserve the scale of existing development.

## Behind Transbay Terminal

In the half block bounded by Howard, First, Fremont and the bus ramps conditional heights are proposed that would permit the density of the entire half block to be concentrated in the quarter block fronting on Howard allowing the other quarter block to be developed as a private urban park.

This type of higher height and density transfer to create open space and other amenities could be employed in the three partial blocks immediately behind Transbay Terminal should the commuter rail line be extended to that location. (See p. 29)

## Parks and Plazas

Proposed heights are adjusted to provide direct sunlight to Union Square, St. Mary's and Portsmouth Squares.

On the south side of the mid-Market Street frontage, the Plan proposes lower height limits to ensure adequate sunlight and spatial definition for Crocker, Hallidie and United Nations Plazas, and continued sunlight to the retail portion of Market Street. These lowered heights would be supplemented by sun access rules described later in this chapter.

## Belden Street, Front Street, Commercial-Leidesdorff, Pine-Sansome, New Montgomery-Second Street

Heights would be lowered to protect the scale of existing development along Belden Street, Front Street between California and Sacramento, the Commercial-Leidesdorff area, the Pine-Sansome area and the New Montgomery-Second Street area. This would make building heights consistent with the proposed status of these areas as conservation districts (see Preserving the Past).

## Mint and Post Office

To ensure that the facades of new buildings properly frame the Mint and the Seventh Street Post Office, reduced height limits are proposed for the front portions of surrounding properties.

## IMPLEMENTING ACTIONS

- Adopt new bulk controls.

New bulk controls are proposed for the areas denoted by the letter "S" on Map 15. They would apply to four components of a structure: the base, lower tower, upper tower, and upper tower extension. Applicability of the controls would be determined by the actual height of the building. The general principle behind the proposed controls is that as a building increases in height, it should decrease in bulk. The controls are summarized on Charts A and B. The controls would require mandatory volume reduction of the upper tower portion of the building shaft, with sculpturing to provide slim profiles and visually interesting terminations to buildings.

To provide more flexibility in building design and height, encourage more slender buildings and improve the appearance of the skyline, an optional upper tower extension is proposed. Under this option an exception to the height limit up to 10% of the mapped height limit could be permitted if there is further bulk reduction in the upper tower which will result in a more slender overall profile and sculptured termination of the building and if the added height will not create significant shadow problems.

- Require Integration of Rooftop Mechanical Functions.

All rooftop mechanical functions or other penthouse uses should be required incorporated into the architectural design and treated as an integral part of the building form. The existing code allows up to an additional 16 feet above the height limit for mechanical equipment, stair towers, etc. which may occupy 20% of the roof area (30% counting the unroofed screening of it). The code also exempts unroofed recreational facilities and seating areas. To facilitate screening of equipment and to encourage active and passive recreational use of building tops, some amount of enclosed recreational space should be allowed up to 16 feet above the height limit as should additional unoccupied enclosed volume which could be used in a variety of ways to conceal the equipment.



FIGURE 3  
**CHART A**  
BULK LIMITS

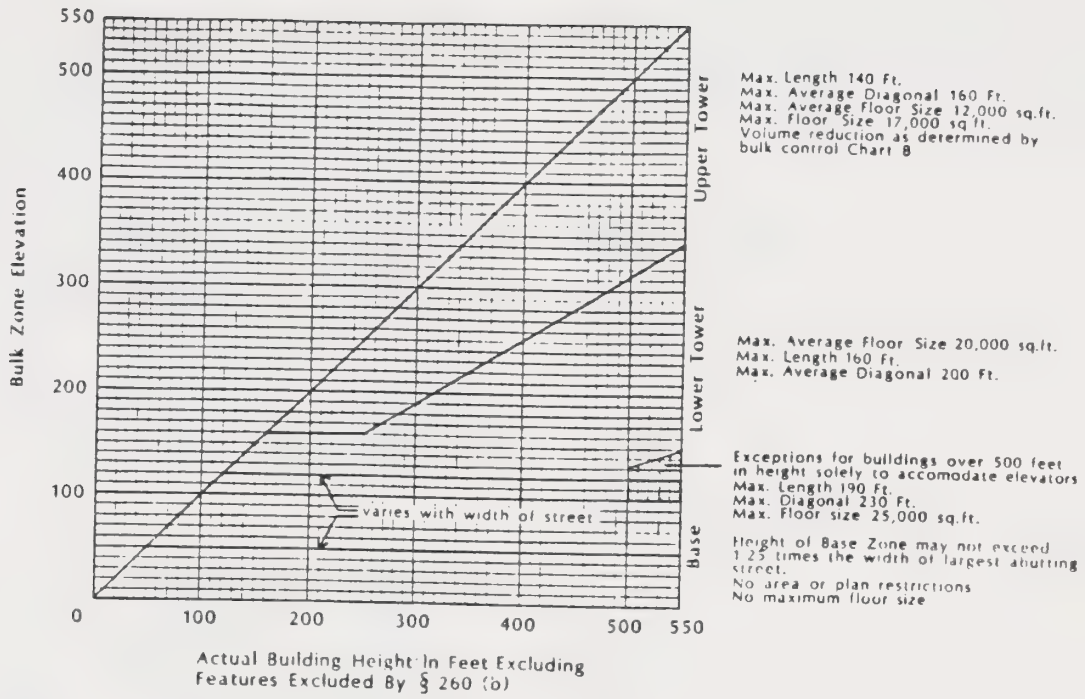


FIGURE 4  
**CHART B** BULK CONTROL  
UPPER TOWER VOLUME REDUCTION

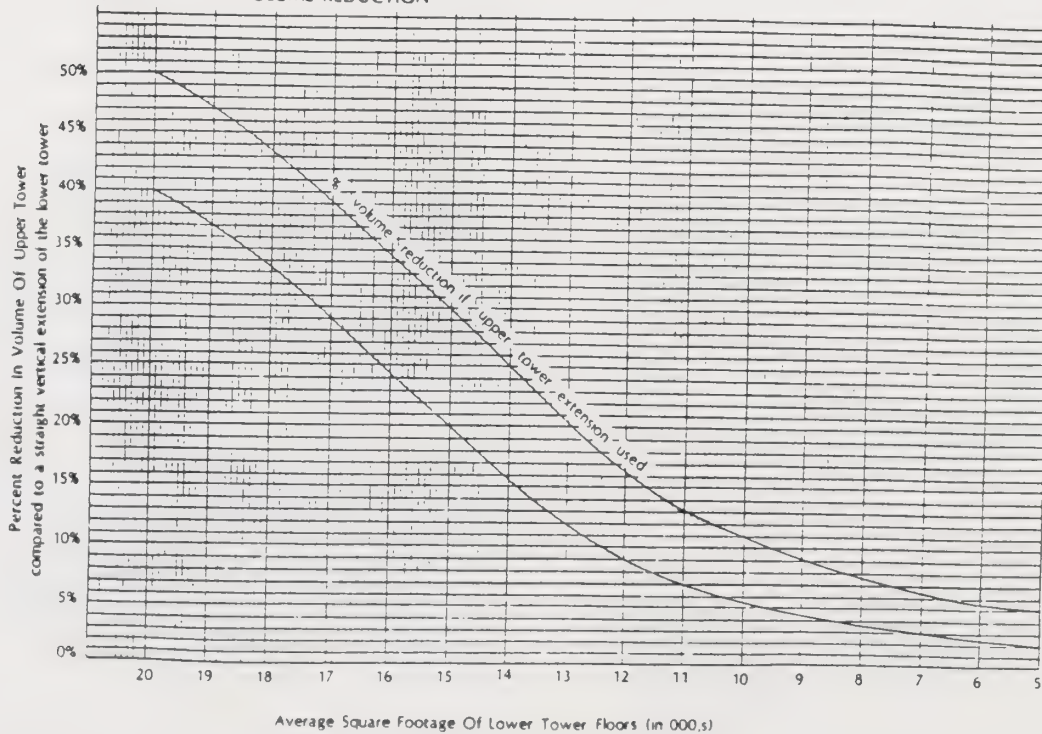


FIGURE 5

## POLICY 4

Maintain separation between buildings to preserve light and air and prevent excessive bulk.

Every major highrise should be designed to be a good neighbor to surrounding towers, recognizing that a potential exists to build additional structures in the immediate vicinity. Setbacks on interior property lines and setbacks on narrow south of Market streets, should be provided to assure adequate separation between towers even though the structures are on relatively small lots.

## IMPLEMENTING ACTIONS

- Require setbacks and separation of towers.

Through the TDR process, it would be possible to construct buildings to the limits of the height and bulk regulations without the requirement of assembling as large a lot area as in the past.

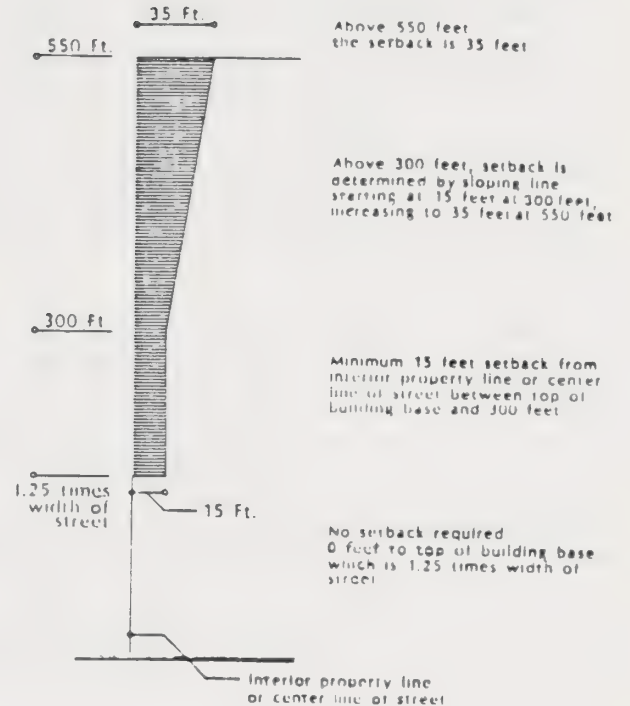
This change in development procedures could lead to sizable office towers being constructed on adjacent lots or on lots separated only by narrow South of Market alley streets such as Stevenson and Clementina (40 feet wide), Minna, Natoma and Tehama (35 feet wide) and Jessie (27-1/2 feet wide). However, it should be noted that the new Building Code limits the size of buildings whose only frontage is on a narrow street. If the street is less than 45 feet wide, the height of the building can only be twice the width of the street.

To assure adequate light and air and separation between towers mandatory side setbacks are required from the property line above a certain height. Buildings should be permitted to be constructed abutting an interior property line (a property line not abutting a street) or a narrow South of Market alley up to 1.25 times the width of the right-of-way of the principal street on which the building faces.

However, above this height, towers should generally be set back from interior property lines and from the center line of streets narrower than 30' as shown on Chart C.

## CHART C

### SEPARATION BETWEEN TOWERS



## SUNLIGHT AND WIND

### BACKGROUND

The existing land use controls give little attention to the effect of building form on the loss of sunlight and the creation of wind. The shadow and wind studies done as part of the elaborate environmental review process initiated after existing controls were adopted, along with the special analysis of wind and sun which has been undertaken recently have heightened public concern over these issues. The blockage of sunlight to St. Mary's Square caused by the Telephone Building on Pine Street and the wind currents around Fox Plaza, the Federal Building, and the U.S. Assessor's Building are dramatic examples of the impact of inappropriate building forms on the pedestrian environment.

Pedestrian comfort depends on the combined effects of sun, wind, temperature, and humidity. Locations exposed to the wind and shaded by buildings are seldom comfortable in San Francisco's typically cool temperatures.



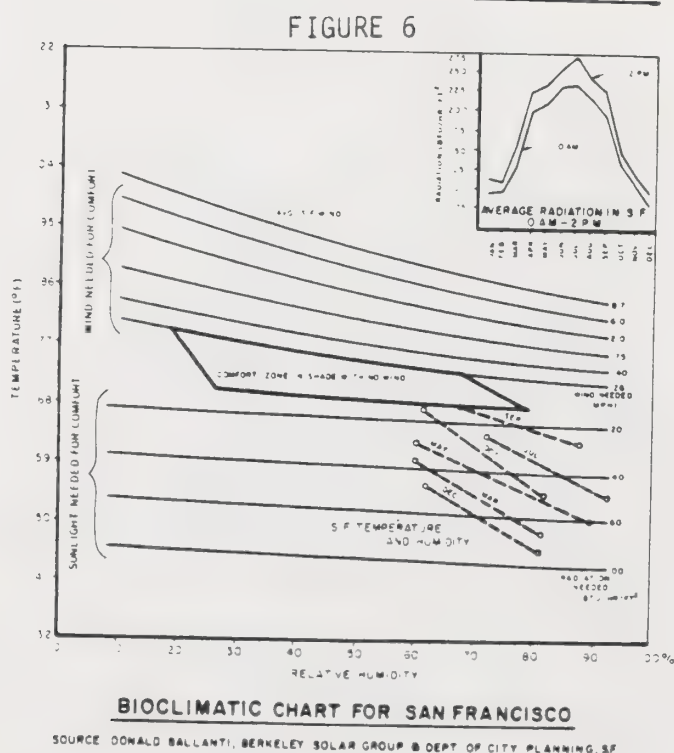
Figure 6 is a comfort diagram for a typically dressed San Francisco pedestrian. Known as a "bioclimatic chart," it shows a "comfort zone"—combinations of temperature and humidity that result in thermal comfort in the absence of wind or direct sunlight. At lower temperatures and humidities, radiation (sunshine) is needed to maintain comfort. At higher temperatures and humidities, wind is needed to maintain comfort. The data shown are for a person walking. Persons sitting generate less body heat and therefore require higher levels of radiation and temperature.

The figure also shows year round average temperature and humidity conditions found in San Francisco. The points separated by the dashed lines are the mean or average daily maximums and minimums for selected months. Comparing these to the comfort zone, it is evident that for a large part of the year, radiation from sunshine is needed even when there is no wind. One effect of wind is to increase the amount of radiation needed to maintain comfort. In San Francisco, when the sun is shining, there is generally enough radiation to meet this need.

The effect wind has on pedestrian comfort is shown on Table 9. Average wind speeds are greatest in the summer and lowest in the fall as shown on Table 10. Winds generally are least in the morning hours and highest in the afternoon and evening.

Streets in downtown San Francisco are laid out in accord with two basic patterns known as the Jeffersonian and Spanish grids. Market Street separates the two grids. Streets south of Market run 45 degrees east or west of true south in accordance with Spanish colonial law. North of Market streets are aligned with the cardinal points of the compass running north-south and east-west. Eastwest streets run 81 degrees west of true south and north-south streets run 9 degrees east of true south.

In the North of Market street grid, there is a pattern of relatively strong winds along east-west streets, where wind is channeled along the street. Along north-south streets, there are areas of shelter provided by buildings in the path of the wind. The South of Market street grid results in relative shelter from the prevailing west wind, but exposure to southwest and northwest winds.



**TABLE 9**  
**EFFECT OF WIND ON PEDESTRIANS**

Wind Speed	Pedestrian Discomfort
Up to 4 m.p.h.	No noticeable effect
4 to 8 m.p.h.	Wind is felt on the face
8 to 13 m.p.h.	Wind will disturb hair, flap clothing, and extend a light flag mounted on a pole
13 to 19 m.p.h.	Wind will raise dust, dry soil and loose paper and will disarrange hair
19 to 26 m.p.h.	The force of wind will be felt on the body
26 to 34 m.p.h.	Umbrellas are used with difficulty; hair is blown straight, and there is difficulty in walking steadily

TABLE 10  
SAN FRANCISCO CLIMATE

Month	Mean Maximum Temperature°F	Mean Minimum Temperature°F	Percent Possible Sunshine	Average Windspeed Miles/Hr.	Prevailing Wind Direction
January	60.0	45.7	56	6.7	north
February	58.9	47.9	62	7.5	west
March	60.1	48.5	69	8.5	west
April	61.2	49.3	73	9.5	west
May	62.5	50.9	72	10.4	west
June	64.5	52.8	73	10.9	west
July	63.8	53.2	66	11.2	west
August	64.8	54.0	65	10.5	west
September	68.8	55.5	72	9.1	west
October	68.2	54.6	70	7.6	west
November	63.2	51.5	62	6.3	west
December	56.8	47.2	53	6.7	north

SOURCE: National Oceanographic and Aerospace Administration,  
Technical memorandum NWS-WR-126, 1978

The overall effect of urban development on winds is to reduce windspeed because of the drag and friction generated by buildings. However, while average windspeeds are lower in urban areas, highrise buildings can affect local wind speeds dramatically. Near the base of a high-rise, winds can be many times stronger than the ambient, undisturbed windspeed. Several buildings in San Francisco are notorious for the windy, uncomfortable weather around them. Their relatively free-standing, slab building forms intercept large volumes of moving air. Such exposures and designs cause wind accelerations at ground level.

## THE PLAN

### OBJECTIVE 2

CREATE AND MAINTAIN A COMFORTABLE PEDESTRIAN ENVIRONMENT.

### POLICY 1

Promote building forms that will maximize the sun access to open spaces and other public areas.

Given San Francisco's temperate climate, the warmth provided by direct sunlight can make a significant difference in the physical comfort experienced in these spaces.

Buildings to the south, east, and west of parks and plazas should be limited in height or effectively oriented so as not to prevent the

penetration of sunlight to such parks and plazas.

In addition to parks and plazas there are certain locations in the downtown where direct sunlight is very important. They include shopping streets in the retail district, and alleys with a high concentration of eating and drinking establishments and a high volume of lunchtime pedestrian use.

New buildings adjacent to these spaces should be shaped to minimize the shadow that is cast by the building on the public space.

## IMPLEMENTING ACTIONS

- Establish sun access criteria to provide direct sunlight to public sidewalks.

The Plan proposes sun access criteria to allow direct sunlight to reach the sidewalk during critical hours of the day. Access criteria are stated in terms of the plane above which a building across the street would cast shadows on the sidewalk. That plane described by the sun access angle also establishes a maximum street wall height for the buildings.

The varying access angles and street wall heights are a result of the varying orientations of San Francisco streets to the sun and the differing widths of the streets.

Sun access criteria take into consideration the constraint that providing direct access at all times of the day and at all times of the year would place on adjacent development. Buildings around public spaces would have to be very low



to prevent shadows early or late in the day or during the late fall and early winter months when the sun angle is lower than 45°.

Therefore, it is necessary to set the requirements to provide sun access only during the critical time of use of the public space. In the case of sidewalks that time is considered to be the hours around noon. The critical time is made more complicated by daylight savings time, which shifts solar time forward one hour from late May to late October. This in effect requires additional periods of time to assure sun access during the critical noon hours.

Taking these factors into account the following sunlight access criteria are proposed on Table 11.

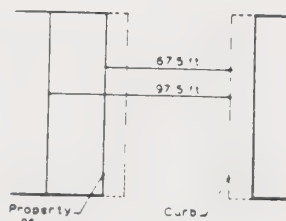
Development in the vicinity of the certain streets in the retail district, the south side of Market Street and the west side of Second street down to Folsom Street and Montgomery Street down to Howard Street which would create additional shadow should be required to respect sunlight access angles to the opposing sidewalks.

In certain other locations, where a concentration of tall buildings is encouraged, a requirement that all development respect the sunlight angles would severely restrict desired development. Nevertheless, a new building can have greater or less shadow impact depending on the shape of the building and its orientation on the lot. Therefore, massing studies of all new building proposals should be undertaken to develop an appropriate building form that would reduce shadow impact.

The maximum height respecting sun access criteria may be determined arithmetically or by geometric section using sun access angles from Table 12.

To calculate permitted height, measure the distance from the curb line of the opposite sidewalk to the point where the permitted height is to be determined. Then multiply that distance by the tangent of the sun access angle.

Example: For sun access angle of 65° multiply by tangent 2.145  
 A  $67.5 \times 2.145 = 142.72$  ft  
 B  $97.5 \times 2.145 = 206.16$  ft



To determine permitted height by geometric section, carefully draw a scale cross section of the street accurately showing street and sidewalk widths. With a protractor plot the appropriate sun access angle extending line to the point it intersects the governing height limit. Measure vertical distance from grade to sun access angle plane to determine permitted height.

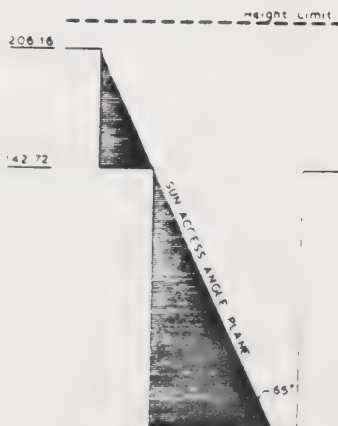


TABLE 11  
SUN ACCESS CRITERIA

Location	Side of Street For Sun Access	Critical Time (PST)	Sun Access Angle	Maximum Streetwall Height
North of Market Retail District				
EAST-WEST STREETS	North	from 11 AM March to September	50°	South Side
				Dush 65'
				Sutter 66'
				Post 66'
				Geary 65'
				O'Farrell 66'
Ellis 68'				
NORTH-SOUTH STREETS	East & West	East side from 11 AM all year West side until 1 PM all year	East 70°  West 50°	East Side
				151'
				Powell 143'
				Stockton 170'
Grant 170'				
Kearny 170'				
74'				
74'				
South of Market West of YBC				
EAST-WEST STREETS	North	From 11 AM March 21 to September 21	50°	South Side
				84'
				Mission 84'
				Howard 84'
				Folsom 84'
				Harrison 84'
				Stevenson 50°
				Jessie 50°
				Minna 36°
				Natoma 36°
* For Residential/ Mixed Use Development only)				
NORTH-SOUTH STREETS	East	Until 1 PM March 21 to September 21	52°	West Side
				90'
				Fourth 90'
				Fifth 90'
				Sixth 90'
				Seventh 90'
Eighth 90'				
South of Market East of YBC				
EAST-WEST STREETS	North	Until 12:30 PM March 21 to September 21	59°	South Side
				117'
				Mission 117'
				Howard 117'
Folsom 117'				
Harrison 117'				
NORTH-SOUTH STREETS	East	Until 12 noon March 21 to September 21	62°	West Side
				132'
				Steuart 132'
				Spear 132'
				Main 132'
				Beale 132'
				Fremont 132'
				First 132'
				Second 132'
				New Montgomery 132'
Third 132'				
Market Street				
ENTIRE LENGTH	North	From 11 AM March 21 to September 21	50°	South Side
				119'
Market				

- Implement sun access rules for parks and other open spaces.

In June, 1984, the voters adopted Proposition K to provide year round sunshine protection in parks and squares under or proposed to be under the jurisdiction of the Recreation and Parks Department. There are presently six such facilities in Downtown: Union Square; Maritime Plaza, Justin Herman Plaza; Embarcadero Plaza; Langton Mini-park (Howard & Langton); and a new park being developed at 6th & Folsom. In addition there are at least four facilities on the edge of downtown within potential "shadow reach" of developable Downtown lots: St. Mary's Square; Portsmouth Square; Boeddeker Park; and Civic Center Plaza. Development above 40 feet which casts a shadow affecting the use of these spaces between one hour after sunrise and one hour before sunset at any time of the year must, under the Charter amendment, be prohibited unless the City Planning Commission finds that the impact of the shadow will be insignificant.

There are other publicly owned spaces in the downtown which are not under the jurisdiction of the Recreation and Parks Department, but which do perform many of the same functions as a city-owned park. These spaces include the plazas created as part of the BART undergrounding on Market Street—U.N. Plaza, Hallidie Plaza and the plaza around the Montgomery-Post BART station. The specific shape of a building within "shadow reach" of these spaces should be established in the context of a specific development proposal. The shadow impacts of various building configurations should be studied and a height and configuration selected which, consistent with the dictates of good design, eliminates shadow altogether or which minimizes the amount of shadow, taking into account the amount of area shadowed, the duration of the shadow and the nature and the extent of the use of the space during that time. Similarly, the shading of private open spaces by new buildings should be minimized.

## POLICY 2

Promote building forms that will minimize the creation of surface winds near the base of buildings.

Variation in ground level wind impacts is related to several factors:

- Exposure of the building to the prevailing wind direction, the more exposed a building is, the greater the volume and momentum of the wind intercepted, and the greater the potential for wind accelerations at street level.
- The shape, area and uniformity of the upwind facade. Relatively large, uniform facades typically result in greater wind accelerations than do narrow or complex facades with numerous setbacks.

These factors should be taken into account in the massing and detailing of new buildings. Exposed facades should use setbacks at various levels, and other configured shapes and design features, to reduce wind impact. In buildings of a size likely to cause problems, wind tunnel tests of alternative building masses should be undertaken and the results employed in selecting the shape of the building. As a general rule, a building form should not be used which causes wind speeds to exceed of eleven miles per hour in areas where people are walking and seven miles per hour where people are sitting.

## IMPLEMENTING ACTIONS

- Modify building forms to reduce local wind currents. This issue would be addressed in design review of individual development proposals.



## BUILDING APPEARANCE

### THE PLAN

#### OBJECTIVE 3

TO CREATE A BUILDING FORM THAT IS VISUALLY INTERESTING AND HARMONIZES WITH SURROUNDING BUILDINGS.

#### POLICY 1

Ensure that new facades relate harmoniously with nearby facade patterns.

When designing the facade pattern for new buildings, the pattern of large nearby existing facades should be considered to avoid unpleasant juxtapositions. Incongruous materials, proportions, and sense of mass should be avoided.

As a general rule, facades composed of both vertical and horizontal elements fit better with older as well as most new facades.

#### POLICY 2

Assure that new buildings contribute to the visual unity of the city.

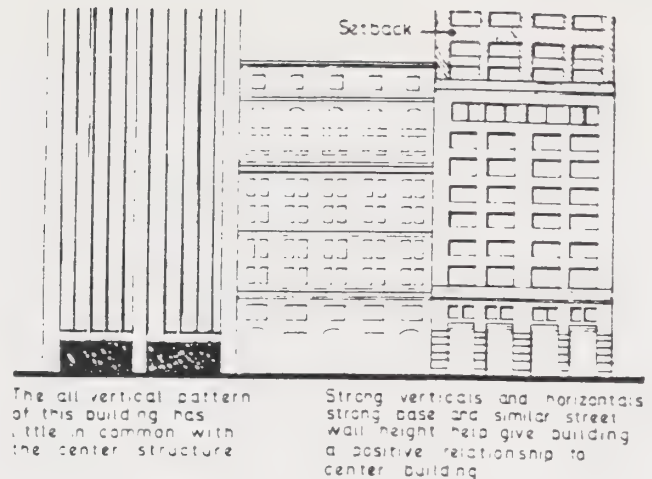
For the most part, buildings in San Francisco are light in tone. The overall effect, particularly under certain light conditions, is that of a white city spread over the hills. To maintain continuity with this existing pattern, disharmonious colors or building materials should be avoided. Buildings should be light in color. Highly reflective materials, particularly mirrored or highly reflective glass, should be used sparingly.

#### IMPLEMENTING ACTIONS

- Discourage the use of highly reflective materials and encourage the use of light-toned materials in new buildings.

#### POLICY 3

Encourage more variation in building facades and greater harmony with older buildings through use of architectural embellishments and bay or recessed windows.



#### IMPLEMENTING ACTIONS

- Modify the Planning Code to allow architectural projections.

Currently cornices and belt courses are severely restricted in size and other decorative embellishments, such as pilasters, are prohibited by the Planning Code. Cornice and belt course size limitations would be eased in both permitted height and depth and other features of an architectural or decorative nature would be allowed to project up to one foot. All such projections would be prohibited below the height of 7.5 feet above sidewalk grade.

- Modify the Planning Code to encourage architectural embellishments, deep-set windows, and bay windows.

Current regulations for calculation of gross floor area along the exterior face of a building tend to encourage smooth and thin-walled buildings with flush windows. Changes in the rules for measuring gross floor area would eliminate disincentives to the use of techniques for creating more interesting facades. Decorative non-structural exterior features would not be considered part of the exterior plane so their use would not be discouraged.

Gross floor area would be measured from the average line of the window glass. This would encourage the use of recessed windows. However, it may discourage the use of bay windows. To eliminate that disincentive, one-third of the floor area of a bay window extending beyond the exterior plane of the facade would not be counted as gross floor area. (Bays would be limited to a size smaller than now permitted.)

## STREETSCAPE

### THE PLAN

#### OBJECTIVE 4

CREATE AND MAINTAIN ATTRACTIVE, INTERESTING URBAN STREETSCAPES.

#### POLICY 1

Conserve the traditional street to building relationship that characterizes downtown San Francisco.

San Francisco is noted for streets that are sharply defined by buildings placed at the property line with little or no space between them. This historical pattern of development gives San Francisco its intense urban quality.

This pattern should be preserved and fostered. Structures generally should be built to the street property line along the entire frontage to a sufficient height for proper definition of street space. Exceptions to this streetwall should be allowed to create open space and circulation space where desirable and appropriate. However, open spaces should not be so frequent or close together that they undermine the sense of a continuous streetwall.

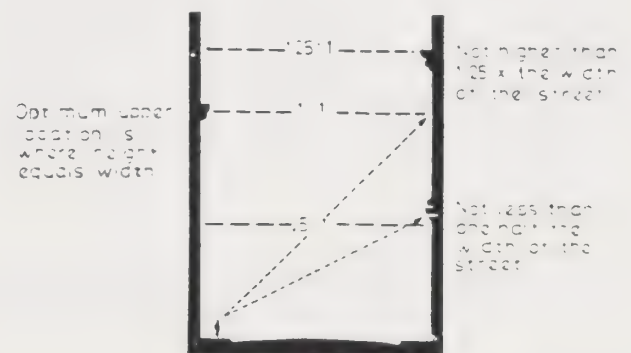
#### POLICY 2

Provide setbacks above a building base to maintain the continuity of the predominant streetwalls along the street.

Many downtown streets contain ornate older buildings of modest scale, which should be preserved for future generations to appreciate. While the heights of these buildings vary when taken together, they often create a sense of a unitary street facade or wall. This street wall gives continuity and unity to the streetscape. The intrusion of large, flat planed modern buildings among small-scaled and decorated older buildings can break up the continuity and unity.

If the new taller building is set back an appropriate distance above the existing predominant streetwall height, the upper portion of the building will not be perceived as part of the streetwall, and if the lower portion were given a similar texture and projecting cornice the disruption would be minimized. The depth of the setback required would be a function of the width of the street and the height of the existing streetwall.

The height of the streetwall cannot be determined with great precision by a mathematical formula. Often there is considerable variation in the heights of buildings on the same block. Determination of an appropriate streetwall height for the new building is a question of judgment--"What height would be consistent with the general scale of the buildings on the block face that are likely to remain?" This question would be resolved on a case-by-case basis.



Appropriate Location of Building Base

In areas where there is no pre-existing streetwall worthy of retention, setbacks may not always be needed if a strong, pedestrian scaled building base is created and the building tower is well separated from other towers. However, setbacks might still be needed for sunlight access or to create windbreak.



### POLICY 3

Maintain and enhance the traditional downtown street pattern of projecting cornices on smaller buildings and projecting belt courses on taller buildings.

The projecting cornice is a very distinctive San Francisco architectural feature. Most older buildings have them. Most tall older buildings also have horizontal architectural features that clearly define the building base at a level typically half to one times the width of the street. These projections, together with the generous use of decorative embellishments, contribute to the architectural sense and comfortable human scale of downtown San Francisco. Their contemporary use should be encouraged in new development. Alternative means of terminating the shorter building or defining the base of a taller one could be employed if effective in creating a sense of street scale. However, it is extremely difficult to do this unless one's eye is interrupted by a projection as it moves up the facade from the base. Change of color, colored bands, and grooves are generally ineffectual and rely on the projections on adjacent buildings for what effect they do have.

### POLICY 4

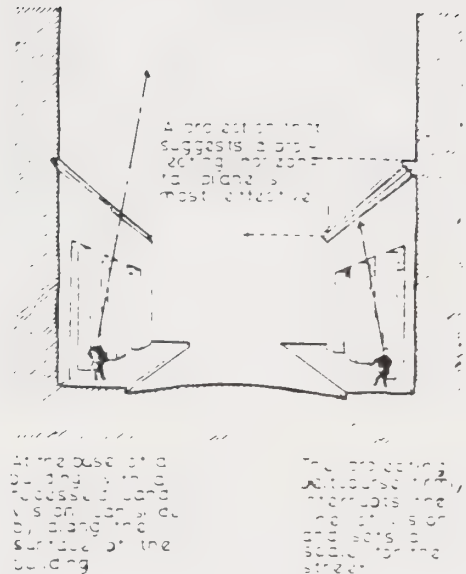
Use designs and materials and include activities at the ground floor to create pedestrian interest.

#### Retail Uses

Shops and restaurants contribute liveliness and visual interest to street frontages, lobbies and plazas of office buildings. Ground floor space fronting on streets, pedestrianways, plazas, and courtyards outside the retail district should be devoted primarily to retail and service uses that are of interest to pedestrians and that meet the needs of workers and visitors to nearby buildings.

#### Glass

The use of clear untinted glass on the first two or three floors of buildings permits pedestrians to glimpse the activity within, contributing to the overall sense of liveliness of the street. Dark tinted windows create a blank impersonal street front with no sense of life or activity, and should be discouraged.



#### Detailed Bases

Incorporation of visually interesting details and/or decoration into the design of the base avoids an excessively dull frontage.

Decorative features, including the detailing found on many older and some contemporary designs, assure needed visual interest for the pedestrian. They should be used whenever practical.

#### Textured Blank Walls

When blank walls are unavoidable, they should be made less oppressive through the use of interesting patterns and scale-giving features.

### IMPLEMENTING ACTIONS

- Apply the streetscape policies in the design review of individual projects.

## POLICY 5

Encourage the incorporation of publicly visible art works in new private development and in various public spaces downtown.

The quality of life is enriched by art and artistic expression in many varied forms. The worker or visitor to downtown spends many hours in an environment of office buildings and commercial enterprises. Art in this environment can offer a counterpoint, attract the eye, stimulate the imagination, arouse emotions or just cause a momentary interest or amusement.

In the past, many prominent buildings included sculptured relief, ornate custom grillwork, mosaics, murals, carvings, as well as statuary and other forms of artistic embellishment. Buildings were less separable from art and artistic expression.

To reestablish this tradition of enhancing the environment for all to enjoy, artwork should be incorporated in new buildings and public spaces in downtown. Art work is required for all new public buildings of the City and County. The Redevelopment Agency has successfully used a requirement for art work in its downtown redevelopment projects to obtain major fountains, sculpture, and other artworks which have made a substantial contribution to the quality of the downtown environment.

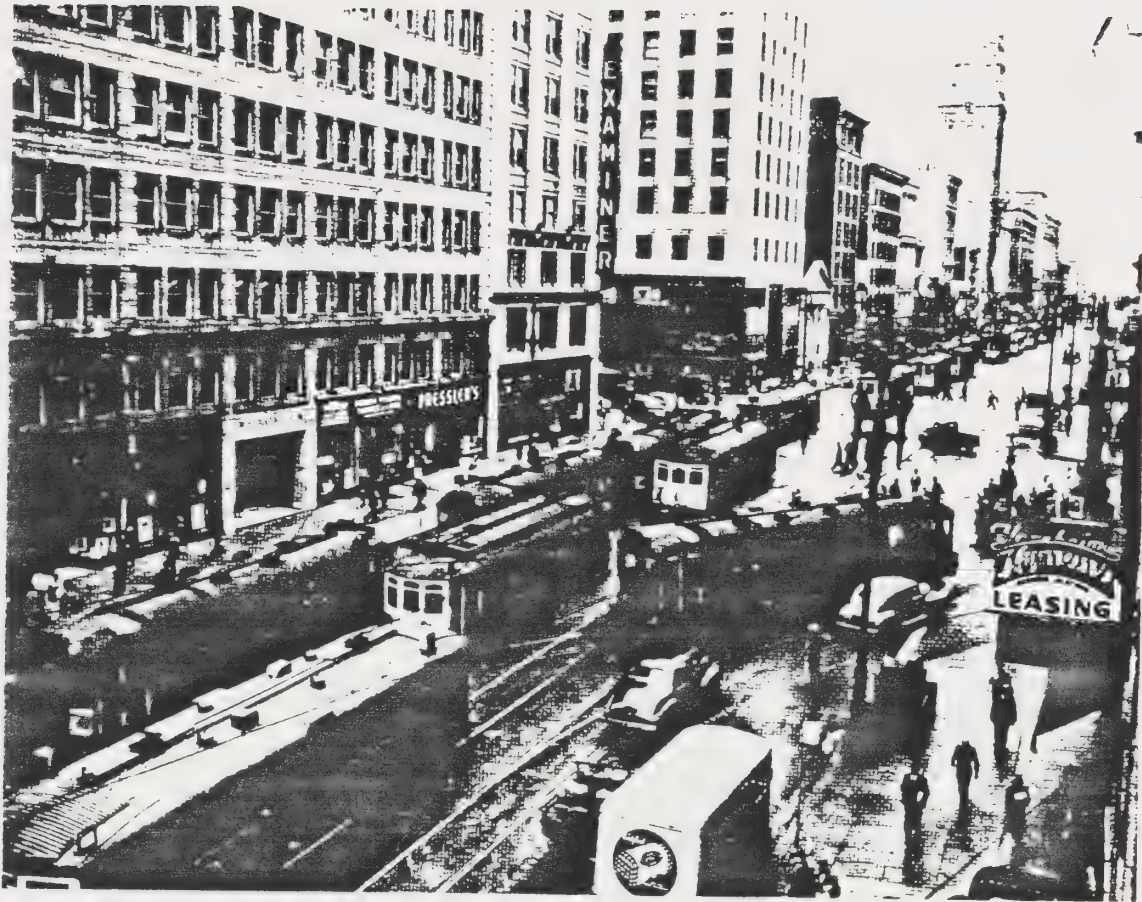
Sculpture, bas-relief, mosaics, murals, and decorative water features are among the types of artwork that should be provided.

## IMPLEMENTING ACTIONS

- Require inclusion of artwork in new development.

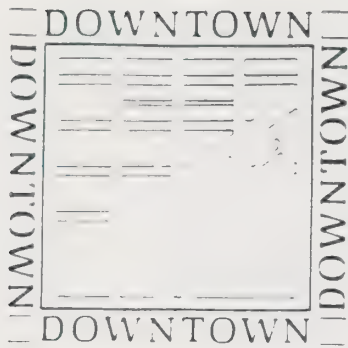
One percent of total construction cost of a new development project should be required to be invested in art works. This is the amount required by the Redevelopment Agency. In City buildings 2% of the cost is required to be invested in artworks.





MARKET STREET C 1940

San Francisco Archives



# MOVING ABOUT

## BACKGROUND

Even in the days when San Francisco was a port and fishing village, access to downtown was critical in generating and accommodating growth in the city. Located at the upper end of a 40-mile peninsula, the city grew almost exclusively on the support of a waterborne transportation system.

Ferries provided the links to Marin, and the East Bay, and up the Delta to early rail connections inland. In time, this regional ferry network became quite extensive and moved 37 million persons a year into and out of downtown. The ferry boats were met by electric railroad transit systems, including a third-rail electric commuter railway from Sausalito north to San Rafael. A similar overhead-wire electric interurban system in the East Bay connected directly to Emeryville, Berkeley, Oakland, Alameda, and places as far as Chico. These systems were supported by miles of electric streetcar and cable car systems. The focus of all these networks at one point--downtown San Francisco--made it the most accessible by land and water in the Bay Area.

Thus established, downtown San Francisco continued to grow. To make growth possible, the transportation systems were altered and expanded over successive decades. The Bay Bridge was opened in 1936, and the Golden Gate Bridge a year later. These two connections provided direct access for trains and automobiles and spelled the decline and virtual elimination of ferry boats.

During World War II, the transportation system was taxed to its maximum capacity. Very little additional expansion of the basic networks occurred. Following the war, several dramatic changes took place. The San Francisco Municipal Railway (MUNI) absorbed the Market

Street Railway, its larger, privately owned competitor, as well as most of the independent cable car operators. Fifteen years of deferred maintenance had taken its toll on streetcar and cable car lines. These were replaced by trolley buses and motor buses. Freeways were planned and construction begun. Interurban rail tracks were removed in 1958 from the lower deck of the Bay Bridge to increase its automobile capacity. The State enacted a law for toll bridge payment of an underwater rail subway tube if any regional transit system was ever constructed. Early proposals for subways under Market Street date back to the 1920s, but it wasn't until 1962 that the three-county Bay Area Rapid Transit District (BART) was approved by the voters.

By the time BART's transbay revenue trains once again provided direct passenger rail links to the East Bay in 1974, the city had already experienced the "freeway revolt." The freeway system had been stopped. The second bridge across the Bay was voted down. The Embarcadero Freeway had been recommended for removal. The completion of I-280 to the Bay Bridge had been deleted from the Interstate Highway System. The planned system of grade-separated roadways had been only partially constructed.

The City Planning Commission and Board of Supervisors adopted a "transit first" transportation policy in 1973. The fragile environment of San Francisco was too important to be dismantled and disrupted by the scale of infrastructure required to support an "automobile first" policy. The city's Master Plan called for accommodating future growth downtown with public transit.



TABLE 12  
EXISTING P.M. PEAK PERIOD VEHICULAR TRAFFIC VOLUME

<u>Facility</u>	<u>Screen Line</u>	<u>Current<sup>1</sup> Volume</u>	<u>Capacity</u>
Bay Bridge	Toll Plaza	17,880	18,000
Golden Gate Bridge	Toll Plaza	13,870	14,400
U.S. 101	County line	14,200	16,000
I-280	County line	13,620	16,000
S.F. streets	Van Ness, Central Skyway, and Townsend Street	71,000	96,500

1. Total volume includes through traffic as well as vehicles destined for downtown.

In the ten years since adoption, the "transit first" policy, has worked well. Millions of square feet of office space, hotels, and retail have been constructed, and thousands of additional persons work downtown. There has been no significant increase in automobile infrastructure. The downtown streets, have been strained, but remain serviceable because of the success of the transit first policy.

The city's policy has worked because the years since 1972 have included opening BART, creation of the Golden Gate Transit ferry and bus system to North Bay counties, creation of SamTrans to acquire and expand former Greyhound service to San Mateo County, opening of MUNI Metro as a light-rail urban subway system serving one-quarter of the city's neighborhoods, and federally assisted expansion of bus service throughout the region. Recently, the responsibility for operating the Southern Pacific (SP) commuter service was assumed by Caltrans. Plans are under way to expand and possibly extend this service closer to downtown. Taken together, the last ten years have brought a significant addition to transit access to downtown San Francisco.

#### Implications of Further Job Growth

Downtown San Francisco can be reached:

- from the East Bay, by auto and AC Transit by way of the Bay Bridge, or by BART;
- from the North Bay, by auto and Golden Gate Transit bus by way of the Golden Gate Bridge, or by ferry;
- from the Peninsula (South Bay), by auto or SamTrans bus by way of U.S. 101 or I-280, or by BART or SP Commuter trains; and
- from various San Francisco neighborhoods, by auto and MUNI by way of various city streets, or by BART.

Table 12 shows existing vehicular traffic volume and freeway/roadway capacity of these four corridors during the period of greatest use. The Bay Bridge and U. S. 101 are already at capacity in the peak two-hour period, and Golden Gate Bridge and I-280 soon will be.

The amount of traffic generated by the autos using this parking causes considerable congestion on city streets. Figure 7 shows the queues and levels of service at various intersections in the afternoon peak hours (between 4 and 6 p.m.). The levels of service shown in the figure are:

**Level F:** A jammed condition. Backups downstream or on side streets restrict or prevent movement of vehicles out of the approach.

All transit carriers prepare five-year expansion plans. By 1987, MUNI plans to increase its capacity by about 15% and BART plans to increase its capacity by about 37%.

Downtown employment may grow by as much as 90,000 jobs by the year 2000. The projected increase in the number of workers residing in each corridor is shown on Figure 8.

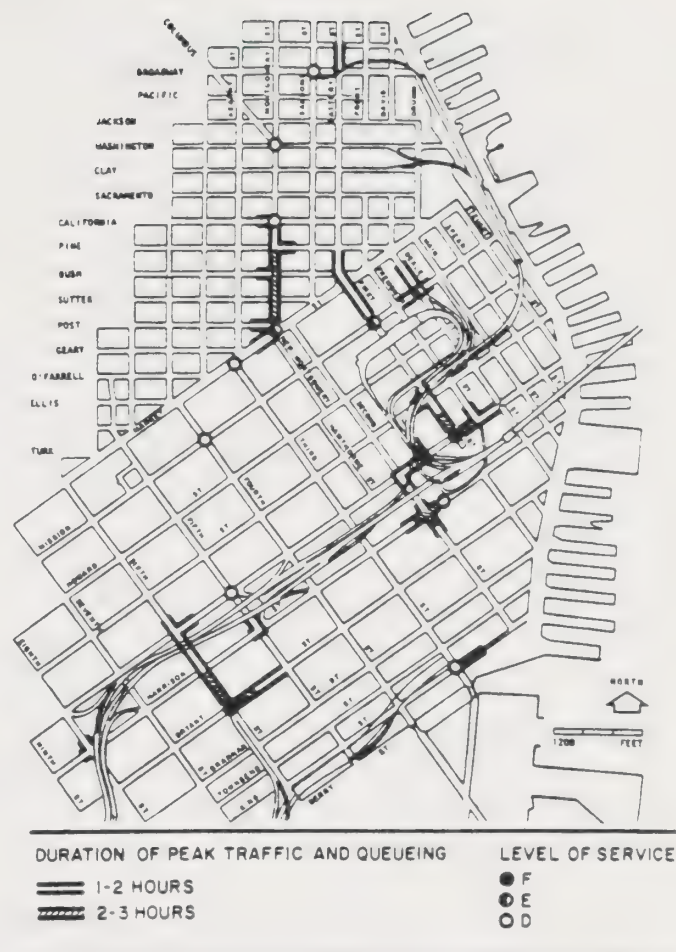


FIGURE 7 - EXISTING CONDITIONS,  
SURFACE STREET PERFORMANCE, 1982, PM PEAK

Tables 14 and 15 show the projected conditions on freeways and transit systems if a selected number of the Downtown Plan implementation actions are in place. They assume that there will be no significant additional highway capacity, for transit they assume capacity increases based on the vehicle acquisition plans of the operators, as contained in their current 5-year plans, and to certain capacity increases beyond to the year 2000. In addition, it assumes successful implementation of three major capital projects: MUNI-Metro Turnaround, MUNI-Metro extension to Fourth and Townsend, and purchase of additional BART cars to make BART Transbay trains all 10-cars during peak period.

With these projects in place, transit carriers would be able to accommodate the projected demand with their 2000 planned capacity.



TABLE 13

## EXISTING P.M. PEAK PERIOD TRANSIT SYSTEM CAPACITY AND RIDERSHIP

<u>Transit Carrier</u>	<u>Screenlines</u>	<u>Passengers<sup>1</sup></u>	<u>Seats</u>	<u>load factor<sup>2</sup></u>	<u>Maximum acceptable load factor<sup>3</sup></u>
Muni					
--Northeast		12,600	11,900	1.06	1.25
--Northwest		13,100	11,600	1.13	1.25
--Southwest		23,300	17,800	1.31	1.37
--Southeast		9,100	9,100	1.00	1.25
BART--East Bay	Trans-Bay Tube	25,800	16,800	1.54	1.5
BART--Daly City	Civic Center	11,300	14,100	0.80	1.5
AC Transit	Bay Bridge	14,000	14,700	0.95	1.25
GGT Bus	Golden Gate Bridge	7,600	8,400	0.90	1.0
GGT Ferry	Ferry Building	1,000	1,800	0.56	1.0
Tiburon Ferry	Ferry Building	300	500	0.60	1.0
SamTrans	County Line	2,900	2,600	1.12	1.25
SP CalTrain	Fourth St. Station	4,500	6,600	0.68	1.0

1. Passenger includes from both C-3 and non-C-3 districts.
2. Load factor is the ratio between number of passengers and the number of seats on the vehicle. The maximum acceptable load factor is defined by each transit operator in its Five Year Plan.
3. MUNI maximum acceptable load factor ratios are: 1.65 for LRV and 1.25 for bus.
4. MUNI ridership cannot be summed over the corridors to give total system demand. Such a sum would incorrectly double count.

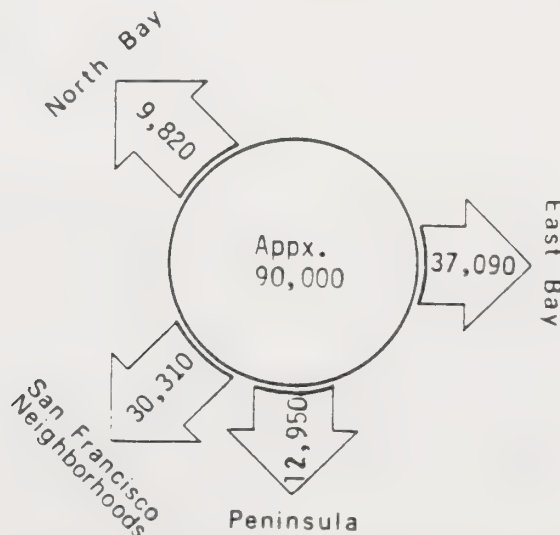


FIGURE 8 - PROJECTED INCREASE IN THE NUMBER OF WORKERS BY CORRIDOR

TABLE 14

## PROJECTED P.M. PEAK PERIOD VEHICULAR TRAFFIC VOLUME

<u>Facility</u>	<u>Screen Line</u>	<u>Projected<sup>1</sup> Volume</u>	<u>Capacity<sup>2</sup></u>
Bay Bridge	Toll plaza	18,000	18,000
Golden Gate Bridge	Toll plaza	14,400	14,400
U.S. 101	County Line	16,000	16,000
I-280	County Line	16,000	16,000
S.F. Streets	Van Ness, Central Skyway, and Townsend Street	77,700	96,500

1. Total volume includes through traffic as well as vehicles destined for downtown.
2. Assumes no increase in existing capacity.

TABLE 15

PROJECTED YEAR 2000 P.M. PEAK PERIOD TRANSIT  
SYSTEM CAPACITY AND RIDERSHIP

<u>Transit Carrier</u>	<u>Screenline</u>	<u>Passengers<sup>1</sup></u>	<u>Seats</u>	<u>Load<sup>2</sup> Factor</u>	<u>Maximum<sup>3</sup> Acceptable Load Factor</u>
Muni <sup>4</sup>					
--Northeast		15,800	16,400	0.96	1.25
--Northwest		15,300	14,600	1.05	1.25
--Southwest		29,100	27,300	1.04	1.40
--Southeast		12,400	17,700	0.68	1.40
BART-East Bay	Transbay Tube	44,600	38,900	1.14	1.5
BART-Daly City	Civic Center	14,800	18,900	0.78	1.5
AC Transit	Bay Bridge	17,200	14,700	1.17	1.25
GGT bus	Golden Gate Bridge	12,800	15,000	0.86	1.00
GGT Ferry	Ferry Building	1,800	3,200	0.56	1.00
Tiburon Ferry	" "	500	500	1.00	1.00
SamTrans	County Line	4,800	3,900	1.23	1.25
SP Caltrain	Fourth St. Station	7,500	8,100	0.93	1.00

1. Passenger includes from both C-3 and non-C-3 districts.
2. Load factor is the ratio between number of passengers and the number of seats on the vehicle. The maximum acceptable load factor is defined by each transit operator in its Five Year Plan.
3. MUNI maximum acceptable load factor ratios are: 1.65 for LRV and 1.25 for bus.
4. MUNI ridership cannot be summed over the corridors to give total system demand. Such a sum would incorrectly double count.



Within San Francisco, street capacity at the cordon line on the periphery of downtown would not constrain the projected travel demand. Total street capacity, however, is significantly reduced near the downtown core and there travel would be very constrained.

Up to 13,000 parking spaces would be required to handle the increased number of vehicles, assuming the freeways and bridges could carry them. Substantial additions to the parking supply would significantly increase congestion downtown. An addition of 12,000 peak period vehicle trips would result in gridlock at several key downtown intersections in the afternoon peak commute period on a daily basis. (Gridlock is a condition where vehicles fail to clear intersections and traffic essentially stops in all directions.) Queues on downtown streets would last as long as three hours, especially in the Financial District, such as on Montgomery Street, and on major streets leading to freeway on-ramps (see Figure 9).

The impacts are clear. Conditions would deteriorate significantly if employment growth results in many more cars downtown. For this reason, the Downtown Plan does not recommend expanding the capacity of streets and bridges to accommodate an increase in the number of cars entering the general downtown area during the peak period. Nor does it advocate lengthening the peak period to more than two hours to accommodate more commuters. This is already happening and it could be encouraged by promoting staggered work hours. However, extending the peak would require an expansion of the parking supply and will increase street congestion and further restrict regional mobility. The Plan, therefore, contemplates another strategy with two principal efforts.

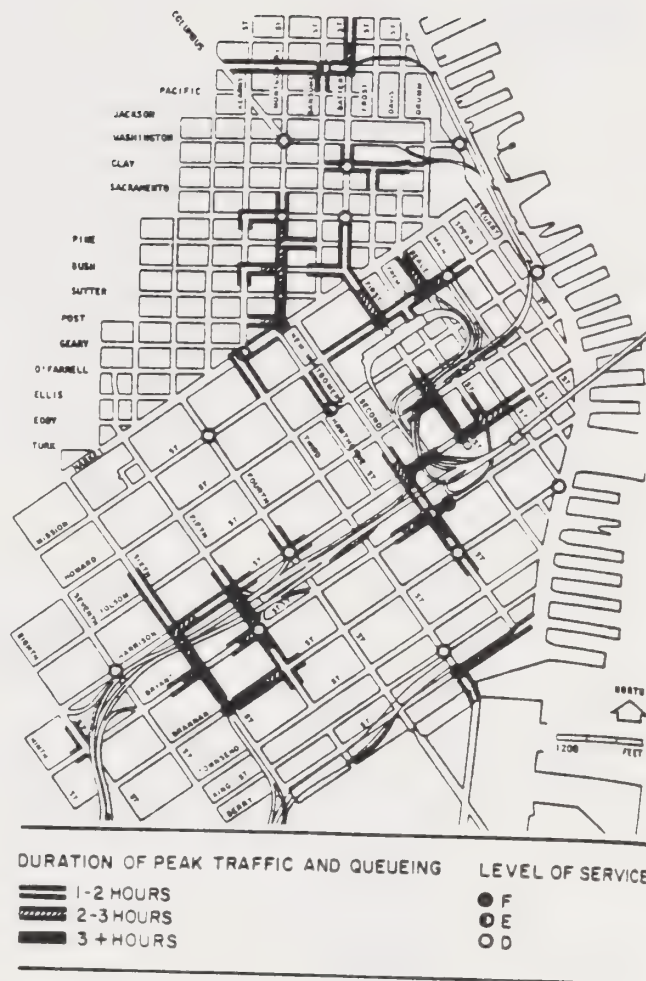


FIGURE 9 - SURFACE STREET PERFORMANCE WITH 5000 ADDITIONAL PARKING SPACES

**Effort 1: Increasing the number of commuters per vehicle**

Ridesharing should be expanded. The increase in average auto occupancy rates shown in Table 16 might be achievable through increased use of carpools and vanpools and these increases should be established as a planning goal.

The extent to which increases in ridesharing can be achieved is primarily dependent upon the incentives provided to carpoolers/vanpoolers. Feasible increases vary from corridor to corridor because of the differences in ridesharing incentives that can be provided.

The coordination of ridesharing activities, (such as is being performed by RIDES for Bay Area Commuters and transportation brokers) and low cost, reserved parking spaces for vanpools (as is being provided in various Caltrans lots underneath the freeways) are available to commuters from all corridors. Other incentives are quite different from corridor to corridor. The East Bay corridor has three toll free high occupancy vehicles (HOV) lanes at the approach to and the metering area beyond the Bridge toll plaza. Returning commuters have an exclusive HOV lane and on ramp to the Bay Bridge via Bryant and Sterling Streets. The North Bay corridor has a HOV lane on U.S.101 from Greenbrae to Richardson Bay Bridge and has free tolls to HOVs but no exclusive by-pass lanes. The South Bay corridor has a HOV lane on I-280 southbound between Sixth Street and just north of the U.S. 101 interchange. As commute times are extended because of congestion these ridesharing incentives will become stronger.

There are no incentives currently provided to San Francisco commuters on freeways (except the HOV lane on southbound I-280) and surface streets. In the short term it is expected that the difficulty and expense of parking will be the primary incentive for ridesharing by San Francisco commuters.

If these increases can be achieved it would mean an additional 12,000 people could travel by automobile from the three regional corridors without increasing the number of automobiles.

**Effort 2: Increasing the number and percentage of commuters using transit**

By increasing the percentage of downtown commuters using transit to 70% from the existing 64% as shown in Table 17 (and assuming the ridesharing goals can be met) the projected additional workers can be accommodated without increasing the total number of commuter vehicles. This percentage increase should be established as a planning goal.

This goal could be achieved with the following additions to transit capacity and other measures: (1) projects in the vehicle acquisition plans of the transit operators current 5-year plans and capacity increases for MUNI, Golden Gate, SamTrans, and A/C of from 2% to 2.5% per year beyond current 5-year plans to 2000, (2) construct a MUNI-Metro Turnaround at Embarcadero, (3) purchase additional cars to make BART Transbay trains all 10-cars during peak period, and (4) extend MUNI-Metro to 4th and Townsend Streets, and (5) an effective implementation and enforcement program for transit preferential treatments on downtown streets.

These two goals—increasing the percentage of workers commuting downtown by transit in the two-hour peak from 64% to 70% and increasing the occupancy rate for persons commuting by auto from 1.48 persons per vehicle to 1.66 persons per vehicle—are formidable goals. But they must be achieved if the projected rate of employment growth is to be manageable.

TABLE 16  
RIDESHARING  
(COMMUTER OCCUPANCY RATE PER VEHICLE)

Corridor	Existing	Year 2000 Goal	Percentage Increase
East Bay	2.42	2.82	16%
North Bay	1.47	1.68	14%
Peninsula	1.76	1.94	10%
San Francisco	1.24	1.36	9%
All Corridors	1.48	1.66	12%

TABLE 17  
CHANGE IN USE OF AUTO AND  
TRANSIT FOR COMMUTE TRIPS

Year	AUTOMOBILE		TRANSIT	
	Persons	Percent	Persons	Percent
1984	68,400	36%	116,600	64%
2000	76,900	30%	179,400	70%



## General Transportation System Improvements

The Plan describes a number of implementing actions in order to carry out Effort I to increase ridesharing and Effort II to increase transit ridership. These implementing actions, while not all are required to accommodate forecasted downtown growth would make a contribution to overall transportation efficiency and reduce congestion from current levels. These implementing actions vary from major capital investments, such as the Geary Corridor Metro, Caltrain and BART extensions and extension of transit to Marin, to less costly programs and policies to improve pedestrian flow, reduce on-street loading, or encourage use of bicycles. Each of these proposed implementing actions will have a beneficial impact on accessibility to and circulation within the Downtown. To the extent various actions are carried out, commuters, shoppers and visitors in the year 2000 will experience less congestion, more comfort, less pollution, and fewer inconveniences in moving to, from and through downtown than they do today.

### THE PLAN

This Plan's objectives and policies are divided into two categories:

- Moving To and From Downtown
- Moving Around Downtown.

Specific strategies, programs, and projects are presented as implementing actions to realize the objectives and policies. Most of these objectives and policies are in the existing Transportation Element of the Master Plan.

## MOVING TO AND FROM DOWNTOWN

### OBJECTIVE 1

#### DEVELOP TRANSIT AS THE PRIMARY MODE OF TRAVEL TO AND FROM DOWNTOWN.

The automobile cannot serve as the primary means of travel to and from downtown. An alternative means—convenient and of greater efficiency—is required. Good, direct transit ser-

vice is available from almost all parts of the city to downtown. Transit is the dominant means of travel during the rush hours. Nevertheless, travel is often slow, and vehicles are crowded during the rush hours.

Crowding can never be eliminated completely. However, it is important for continued patronage and rider comfort that trunklines serving outlying districts provide seats for all passengers and that short-term, standing riders be allotted adequate space. Travel to downtown should be possible in less than 30 minutes from all parts of the city. It can be achieved with express buses, exclusive bus lanes, and construction of rapid transit lines.

The use of transit for travel from the suburbs to downtown can only become the primary travel mode over the long run with the extension of a good regional transit system connecting downtown to other parts of the Bay Area.

## RAPID TRANSIT LINES

### POLICY 1

Build and maintain rapid transit lines from downtown to all suburban corridors and major centers of activity in San Francisco.

The city and much of the region should continue its commitment to a transit first policy with respect to intercity commuter travel. Rapid rail transit probably offers the most competitive service in relation to automobile travel. It also offers the highest possible capacities in transit service. The use of BART or any other line-haul rail system is dependent to a great extent on access to and from stations in outlying residential areas and employment centers. Well-planned suburban feeder systems should be provided.

### IMPLEMENTING ACTIONS

- Implement a regional mass transit system for the Peninsula corridor.

The Peninsula corridor has the smallest percentage of transit riders and least capacity constraints for motorists. In order to encourage more transit riders, transit service in this



corridor should be significantly improved and expanded. Such a service expansion should result from a comprehensive evaluation of a regional rapid transit plan for the Peninsula corridor. This regional system should have the capability of serving the Northern San Mateo County in the I-280 corridor as well as the rest of the Peninsula communities on the U.S. 101 corridor. The system should also maximize its service to San Francisco residents and at least provide easy transfer to or have the capability of its connection to BART and potential rapid transit system to the North Bay.

The legislature has directed MTC, with the participation of the various Peninsula transit operators to conduct a study and make recommendations regarding a corridor transit system. The options to be studied include extending BART to the airport and extending Caltrains to Transbay Terminal, among others.

- Construct the MUNI Metro turnaround at the Embarcadero.

Capacity of the MUNI Metro is constrained by the rate at which trains can be reversed at the Embarcadero Station's two stub-end tracks. Providing an underground loop would greatly enhance the capacity and dependability of the Metro, and would make effective use of cars added to this important downtown service.

- Construct the MUNI Metro extension to the vicinity of Fourth and Townsend.

To further use the potential capacity of the MUNI Metro under Market Street, tracks would be extended beyond the Embarcadero Station, brought to the surface and then extended to the vicinity of Fourth and Townsend—the station for SP/Caltrain commute service. This line, over time, would be further extended to the Showplace Square and Potrero Hill area. These improvements would bring about several operational advantages, including service to commute trains, to a number of points downtown, to newly developing areas south of the central core, and to potential housing sites south of the C-3 district.

- Examine alternatives for MUNI Metro service to Geary/Third Street.

The city's Master Plan proposes extending the MUNI Metro system to Geary and Third Streets corridors. Combining subway service in the congested core of the city with surface operation in the neighborhoods has been proven effective by MUNI Metro service to the southwest quadrant of the city. Past consideration of such a proposal raised concerns that Metro operation on Geary Street would cause more intense, perhaps even highrise development in the Richmond district and other neighborhoods. Such concerns are not supported by experience elsewhere. Furthermore, the residential rezoning adopted in 1978 assures protection of the essentially low-intensity neighborhood character of these areas.

The surface transit lines now serving the Geary corridor are among the highest in ridership and frequency of service. With increased traffic congestion, transit speed and reliability decreases. A grade-separated MUNI Metro could be provided through the city's congested core and operated on the surface, preferably within its own right-of-way, from the Richmond area through downtown and along the Third Street corridor to the Hunter's Point-Visitation Valley area.

A major capital project requires a long lead time to plan, finance, and construct. Analyses of the potential for MUNI Metro service along Geary and Third Streets should be started.

- Initiate studies on the potential for light rail (Metro) rapid transit to Marin County.

Marin County, with the city's cooperation, has begun a study of the Highway 101 Corridor to explore ways of improving transportation from that county to San Francisco in the least environmentally disruptive way. The Master Plan for San Francisco proposes a rail transit connection to Marin. Heavy rail rapid transit, such as BART, is not an option because of structural constraints on the Golden Gate Bridge. Extending BART to Marin is also unlikely because of very high engineering standards and construction costs for a wholly grade-separated system. Light rail transit at the level of MUNI Metro could be appropriate and quite compatible with a future light rail line in the Geary corridor. A lower deck on the Golden Gate Bridge might be constructed for light rail only and the rail extended through Marin County by a combination of short tunnels and unused railroad rights-of-way, with some on-street

operation. The feasibility of such a project needs careful consideration, given terrain conditions in Marin, local concerns and potential financing obstacles. Analysis of the potential for light rail (Metro) rapid transit service to Marin County should be started, however, as soon as practicable.

## NON-RAIL TRANSIT

### POLICY 2

Expand existing non-rail transit service to downtown.

Given the capacity of roads and bridges leading to and from downtown, which are not likely to be expanded significantly, the projected growth in downtown employment can only be accommodated by expanding the peak commute period and expanding the use of carpooling and/or expanding transit service to and from downtown. Until rail transit is available, non-rail transit service, particularly from the East Bay and from within San Francisco, should be increased. Various carriers serving downtown should develop long-range service expansion plans to accommodate the projected demand generated by downtown San Francisco growth.

### IMPLEMENTING ACTIONS

- Carry out plans for expanding transit service.

Each carrier serving downtown San Francisco prepares a five-year plan, which is updated every year. The plans indicate the extent of service expansion needed to meet anticipated service demands.

## TRANSIT LANES

### POLICY 3

Establish exclusive transit lanes on bridges, freeways and city streets where significant transit service exists.

Transit lines should provide more efficient service by operating on their own rights-of-way. These should be instituted on bridges, freeways and thoroughfares leading into the city, such as on the Waldo Grade and Golden Gate Bridge, and interconnect, where feasible, with a system of exclusive bus lanes or other transit-priority street segments in the city.

## TRANSIT TRANSFERS

### POLICY 4

Coordinate regional and local transportation systems and provide for interline transit transfers.

To increase the usefulness and convenience of transit systems, transit users should be able to transfer freely from one system to another. The points of interchange should be clearly identified. The creation of new fare recording mechanisms based on a magnetically encoded card, such as the "Fast Pass" or BART ticket, would expand interline travel.

Free, or low cost transfer should be available between MUNI and each of the suburban transit operators. Suburban residents often require MUNI service to extend their trips within San Francisco.

### IMPLEMENTING ACTIONS

- Implement discount MUNI transfer with all suburban corridor lines.

AC Transit and SP/Caltrain pass holders can pay a nominal fee for a joint transit pass with MUNI. BART and Golden Gate ferry riders can purchase MUNI tickets to and from terminals at 50% discount. Similar transfer arrangements should also be made with SamTrans and Golden Gate under this Plan. All transfers should be available for transit pass holders as well as single riders.



## TRANSIT TERMINALS

Terminals are points of entry to downtown. They also act as points of transfer between operators, especially between MUNI and regional and national carriers. Current terminals include the Ferry Building at the foot of Market Street, Transbay Terminal at First and Mission (AC Transit, Amtrak, Trailways), the Airport Bus Terminal at Ellis and Taylor, Greyhound at Seventh and Mission, and SP/Caltrain at Fourth and Townsend.

### POLICY 5

Provide for commuter bus loading at off-street terminals and at special curbside loading areas at non-congested locations.

Off-street terminals are preferable to curbside locations because they provide adequate back-up space for passenger waiting, ticketing and loading. They also provide convenient transfers among different systems. On the other hand, loading and unloading points should be conveniently distributed throughout downtown to make transit attractive to intercity commuters. As opportunities present themselves off-street terminals should be developed. Until adequate terminals can be provided, commuter buses should load and unload at designated and easily identifiable curbside locations such as Market Street. They should be chosen to minimize conflict with pedestrian flows.

### POLICY 6

Make convenient transfers possible by establishing common or closely located terminals for local and regional transit systems.

One or two new terminals should be developed, or an existing one upgraded, to accommodate buses and rail services provided by various regional and local lines. The terminals should be in close proximity to, or fully integrated with, BART stations and MUNI terminals to make transfers between lines possible by a short walk. Priority should be given to a location or locations where existing and future intensities of development are highest.

## IMPLEMENTING ACTIONS

- Improve and expand the Transbay Terminal.

The Transbay Terminal should be enlarged and improved as the principal interline transit terminal in downtown San Francisco. Regional and interregional carriers should be encouraged to use the expanded terminal.

- Provide curbside on-street boarding of Golden Gate and SamTrans service.

The Golden Gate and SamTrans routes in downtown should be designed to meet the needs of their passengers. Curbside on-street boarding on downtown streets should be carefully evaluated and alternatives selected that enhance the existing and proposed transit preferential streets and minimize conflict with MUNI bus operation.

## FERRIES

### POLICY 7

Continue ferries and other forms of water-based transportation as an alternative method of travel between San Francisco and the north bay.

For communities in Marin County, ferry or high-speed water craft offers an alternative means of travel to downtown. It offers an efficient and pleasant way to commute and should be continued. As ridership and location warrant, water-based transportation should be developed to other locations in the Bay Area.

## IMPLEMENTING ACTIONS

- Initiate feasibility studies for additional public or private ferry service.

As the number of employees in downtown increases, the potential for providing additional commute ferry service to a variety of points increases. The cities of Alameda, Berkeley, Richmond, Foster City, and San Leandro are possible destinations for limited, peak-hour ferry service.



## OBJECTIVE 2

ENSURE THAT THE NUMBER OF AUTO TRIPS TO AND FROM DOWNTOWN WILL NOT BE DETRIMENTAL TO THE GROWTH OR AMENITY OF DOWNTOWN.

Increasing automobile traffic means more environmental damage and greater inconvenience. A basic premise of the Transportation Element of the Master Plan is that a desirable living and working environment and a prosperous business environment cannot be maintained if traffic levels continue to increase without limits. Various methods should be used to control and reshape the effect of automobiles on the city, and to promote other means of transportation to improve the environment.

### POLICY 1

Do not increase (and where possible reduce) the existing automobile capacity of the bridges, highways and freeways entering the city.

The established policy of limiting access into and through the city by automobiles should be maintained. This policy works in conjunction with policies calling for increasing transit for commuters to San Francisco. More vehicular access into the city conflicts with environmental objectives, overloads the city street system, and jeopardizes the city's commitment to mass transit. This policy allows for the introduction of exclusive bus lanes on bridges, highways, and freeways where these lanes are compatible with transit systems and where they will help provide better service.

### IMPLEMENTING ACTIONS

- Tear down the Embarcadero freeway.

The elevated portion between Howard and Broadway should be removed and replaced by on- and off-ramps connecting to the Embarcadero surface roadway near Howard and Folsom.

- Reconstruct the Embarcadero surface roadway.

A roadway between Washington and North Point Streets should be reconstructed with two moving lanes in each direction, an exclusive transit right-of-way, bicycle lanes and separated access and loading areas at piers in maritime use. Similar improvements are being analyzed for the portion between Washington and King Streets.

- Reconstruct the stub-end of I-280.

The stub end of I-280 should be removed as far as 6th Street and replaced by surface streets connected to the reconstructed Embarcadero Roadway.

## CARPOOLS-VANPOOLS

### POLICY 2

Provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile parking facilities.

The alternatives to expanding automobile facilities are to make existing facilities serve more people and to use other ways of getting people where they want to go. Single-occupancy automobile use is incompatible with the need to conserve energy and land, the need to reduce congestion on thoroughfares, and the need to reduce auto emissions.

Actions that make transit more convenient, economical and reliable should remain a high priority for San Francisco. Carpooling should be encouraged for those work trips which cannot be made conveniently by transit.

Employers should be encouraged to provide incentives for transit use and carpooling by employees. A transit subsidy, such as the provision of a transit "fast-pass," could be an alternative to the provision of free employee parking. Where an employer already has parking spaces available for employees, these spaces should be reserved for those persons who carpool.

## IMPLEMENTING ACTIONS

- Provide preferential parking spaces and rates for carpools and vanpools.

More Caltrans lots should be developed to provide preferential spaces and rates for vanpools.

- Require transportation brokers to be employed by each major new development or by groups of smaller projects in the downtown.

The function of transportation brokers would be to promote carpools and vanpools, manage preferential parking for carpools and vanpools, organize club bus routes, work to develop subsidized transit pass sales, sell transit passes and tickets, distribute schedules and information, and assist employers with programs to implement and manage flextime.

- Provide high-occupancy vehicle (HOV) lanes on freeways and their on-ramps.

Existing HOV lanes on approaches to the Golden Gate Bridge and the Bay Bridge toll plaza should be retained and improved. Preferential HOV on-ramps, similar to the existing Sterling Street on-ramp which is limited to carpools and vanpools, should be developed to provide an incentive for HOV's in the evening return commute. The addition of on-ramp connections to I-280 southbound should include preferential HOV lanes both on the ramps as well as on city streets leading to the ramps. This would make better use of the existing HOV lane on I-280. The removal of the Embarcadero Freeway may result in a new on-ramp in the vicinity of Howard and the Embarcadero. Consideration should be given to designing this ramp as exclusively or predominantly for use by HOV's during the evening commute period.

## COMMUTER PARKING

### POLICY 3

Discourage new long-term commuter parking spaces in and around downtown. Limit long-term parking spaces serving downtown to the number that already exists.

A basic premise of this Plan is that additions to the commuter load brought about by job growth should not be accommodated by additional automobiles. Bringing more autos to downtown would only add to the congestion which already is approaching unacceptable levels in some parts of downtown. More autos would also add to air pollution. New long-term public parking facilities should be limited to those needed to replace parking eliminated in the downtown core. However, although it is preferable that all replacement of long-term spaces displaced in the downtown occur on the periphery, a small number of long-term spaces may be provided within new buildings in the downtown core, if, taking into account aggregate displacement of long- and short-term parking, the total number of spaces in downtown is not increased and excessive congestion in the immediate vicinity is not created. Parking entrances should not conflict with transit preferential lanes.

### POLICY 4

Locate any new long-term parking structures in areas peripheral to downtown. Any new peripheral parking structures should:

- be concentrated to make transit service efficient and convenient;
- be connected to transit shuttle service to downtown;
- provide preferred space and rates for van and car pool vehicles.

## IMPLEMENTING ACTIONS

- Restrict new long-term parking facilities to the periphery of downtown.

Map 16 indicates the area of the downtown core and short-term parking belt where long-term facilities should not be located.

- Construct new long-term parking garages only as needed to replace the loss of long-term parking in the core.

Five locations have been identified as appropriate for development as parking facilities (see Table 18). Site 1 is on the edge of the short-term parking belt. Priority should be given to short-term use. This site could be used for long-term parking while the short-term parking demand is low. These spaces should replace, not add to the long-term parking supply, to prevent unacceptable congestion and should be provided in garages, not on lots.

#### POLICY 5

Discourage proliferation of surface parking as an interim land use, particularly where sound residential, commercial or industrial buildings would be demolished.

### BICYCLES

#### OBJECTIVE 3

PROVIDE FOR SAFE AND CONVENIENT BICYCLE USE AS A MEANS OF TRANSPORTATION.

The bicycle is becoming more acceptable as an alternative to the automobile for work and shopping purposes. As streets become more congested, some people are finding that they can move about the city more quickly, enjoyably and economically on bicycles.

#### POLICY 1

Include facilities for bicycle users in governmental, commercial, and residential developments.

Provision should be made for bicycle parking in conjunction with automobile parking in existing and new parking lots and garages. Secure and conveniently located bicycle parking should also be provided in major new construction.

Site	Cross Streets	Existing Capacity	Potential Increase	Combined Capacity
1	Howard-Folsom-Beale-Main	-0-	750	750
2	4th-3rd-Harrison-Bryant	537	3,063	3,600
3	Beale-Main-Harrison-Bryant	170	1,300	1,470
4	Fremont-Beale-Harrison-Bryant	355	1,135	1,490
5	Broadway-Front	-0-	350	350
		1,062	6,598	7,660

#### POLICY 2

Accommodate bicycles on regional transit facilities and important regional transportation links.

There should be more opportunity for cyclists to commute to San Francisco with their bikes by using regional transit modes such as BART, the ferry system, the Caltrans Bay Bridge bicycle shuttle and trains. Certain commute buses should also provide carrying racks for bicycles.

#### POLICY 3

Provide adequate and secure bicycle parking at transit terminals.

Providing adequate and secure bicycle parking facilities at transit terminals is another means of promoting bicycle use by commuters. Public and private parking garages should designate otherwise unused corners or other areas for joint bicycle and motorcycle parking, particularly near high-density employment centers.



## MOVING AROUND DOWNTOWN

The fixed and limited space in downtown streets and sidewalks (see Table 19) must accommodate utilities and the movement of pedestrians, goods delivery, transit, service and emergency vehicle access, taxis, and private automobiles. Careful space allocation and management of street use become increasingly essential as land uses intensify.

TABLE 19

### REPRESENTATIVE WIDTHS OF STREETS AND SIDEWALKS IN DOWNTOWN

Sample Street	Street Width	Sidewalk Width	Total Right-of-Way Width
Market Street	50	35	120
Battery Street	45.75	11.5	68.75
Mission Street	52.5	15	82.5
Maiden Lane	21	7	35
Stockton Street	39	15	69

With very few alleys and generally narrow streets, numerous conflicts exist between moving vehicles and vehicles parked or stopped for loading. Pedestrian travel conflicts with moving vehicles and loading activities.

Balancing automobile use with other demands for street space by transit, emergency vehicles, delivery of goods and services, and space for pedestrians has long been recognized as essential to proper transportation planning for downtown. Congestion and parking shortages caused the following recommendation to be made in the 1948 Transportation Element of the Master Plan for San Francisco:

With no possibility of augmenting the street space now available in this district because of high property values, it has been deemed advisable to use the downtown streets largely for transit service. All-day parkers who require the use of their vehicles during the day should park in parking lots or garages outside of the Central Business District.

### Demands for Limited Street Space

Given the competing demands for limited space, this Plan proposes that the use of the public rights of way should be allocated according to the following priorities:

- First Priority: Pedestrians and emergency vehicle users.
- Second priority: Movement of transit vehicles.
- Third priority: Movement of goods delivery vehicles and on-street loading where off-street loading is not feasible.
- Fourth priority: Movement of cars, taxis, carpools, vanpools, and tour buses.
- Fifth priority: Parking of passenger cars and service vehicles.

### OBJECTIVE 4

PROVIDE FOR THE EFFICIENT, CONVENIENT AND COMFORTABLE MOVEMENT OF PEOPLE AND GOODS, TRANSIT VEHICLES AND AUTOMOBILES WITHIN THE DOWNTOWN.

The proper functioning of downtown is dependent upon compactness, strength of internal accessibility, and convenient access to downtown from other parts of the region. This section is concerned primarily with the need for proper circulation within downtown for vehicles and pedestrians, and with the organization of transit terminals and parking facilities.

The density of daytime downtown population and the resulting density of trips call for movement of people to take place in the most efficient and least space-consuming methods, such as walking and public transit. This in turn calls for controlling the automobile in the downtown area.

In addition to improvements in the pedestrian system and the pedestrian environment, every effort should be made to ensure that better transit service is provided so that transit increasingly becomes the prevailing method of travel.

## AUTO CIRCULATION

### POLICY 1

Develop the downtown core as an automobile control area.

San Francisco's downtown core is an intensely populated area functioning as the region's financial, administrative, shopping and entertainment center. Within this compact area, priority should be given to the efficient and pleasant movement of business clients, shoppers and visitors, as well as to the movement of goods. A continuing effort should be made to improve pedestrian, transit and service vehicle access and circulation. These functions must have priority use of limited street and parking space. The impact of the private commuter vehicle, in particular, and excessive automobile traffic, in general, must be reduced.

### IMPLEMENTING ACTIONS

- Control growth of automobile traffic in the downtown core.

The automobile control zone, shown on Map 16, includes the most intense activity core in which private automobile use--especially during weekday business hours between 9 a.m. and 6 p.m.--should be discouraged.

To this end, location of new parking facilities should be discouraged in the core, and over time, more streets should be made transit preferential streets, transit and service malls, or pedestrian malls.

### POLICY 2

Organize and control traffic circulation to reduce congestion in the core caused by through traffic and to channel vehicles into peripheral parking facilities.

Traffic passing through the downtown core to reach other destinations, such as North Beach, the Northern Waterfront, Western Addition, and South of Market, should be channeled around the downtown core. This would leave space for pedestrians and vehicles with core destinations.

### IMPLEMENTING ACTIONS

- Channel auto traffic to primary vehicular streets.

Map 16 shows the primary vehicular streets to which traffic would be channeled.

### POLICY 3

Locate drive-in, automobile-oriented, quick-stop and other auto-oriented uses on sites outside the office, retail, and general commercial districts of downtown.

Drive-in establishments serving customers waiting in motor vehicles, and establishments reached primarily by automobile or providing service to automobiles, are, by definition, auto trip generators. To ensure that these uses do not aggravate an already congested pedestrian and traffic situation, they should be located away from the most intensely developed downtown areas in locations that do not create conflicts with pedestrian or auto concentrations, designated transit preferential streets or residential units.

### TRANSIT LANES

### POLICY 4

Improve speed of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential streets system.

Transit speed is presently slower than auto speed due to passenger stops and street congestion. If transit speed is to be improved, conflicts between automobiles and transit must be minimized. Substantial improvement can and should be achieved by giving priority to transit. This would be accomplished by the use of exclusive lanes (with flow or contra-flow), by constructing bus loading platforms, relocating bus stops and/or by equipping buses and trolleys with devices to trigger lights in their favor at intersections. Enforcement is a critical factor to ensure successful operation of transit lanes. Contra-flow lanes are more self-enforcing than "with-flow" lanes and should be used where appropriate. Other actions should include restricting autos from streetcar and cable car tracks and eliminating automobile turning movements that conflict with transit vehicles.

insert

Map 16

TRANSPORTATION PLAN





## IMPLEMENTING ACTIONS

Transit preferential streets are identified on Map 16. The preferential treatment required varies from exclusive lanes to bus stop relocation and signal timing.

- Install and improve transit lanes on downtown streets.

Existing experimental transit lanes on the Sutter-Post, Geary-O'Farrell, and Stockton Street corridors should be made permanent and upgraded with durable markings. A program of targeted enforcement of the transit lanes and double parking in the lanes should be initiated and sustained. Additional transit lanes should be developed and/or improved in the near future for portions of Market, First, Fremont, Third, Fourth, and Mission Streets. Other streets should be closely monitored and transit lanes should be installed as appropriate. Candidate streets for contra-flow lanes are

Fourth between Townsend and Market  
Stockton between Market and the tunnel  
McAllister between Hyde and Market  
Sacramento between Jones (or Taylor) and Davis  
Hayes between Laguna and Polk  
Eddy between Cyril Magnin and Larkin  
Sansome between Broadway and Pine Street  
Howard Street between 11th and Beale

Candidate streets for transit/service vehicle malls are

Market between Van Ness and Steuart  
2nd Street between Townsend and Market  
Geary Street between Market and Taylor"

- Assess the desirability and feasibility of north/south shallow subways through the downtown.

Grade separation of transit vehicles is an obvious, though expensive, alternative for improving transit accessibility and reducing street congestion.

The existing rail rapid transit subways under Market (BART and MUNI Metro) and the recommended subway under Post-Third Street (MUNI Metro) serve primary east-west transit corridors. North-south transit lines experience frequent service interruption from traffic congestion. Conceivably, north-south shallow subways could be constructed under one or more streets (First, Second, Third, Fourth, Stockton, Kearny, Montgomery, or Battery Streets) to accommodate trolley coaches (see Figure 10).

The principal objective of a shallow subway would be grade separation and not speed. They would function as subterranean transit-only streets to provide for the uninterrupted flow of transit vehicles under congested downtown streets. Trolley coaches and/or light-rail vehicles (LRVs) would branch off and surface to operate on the street at the earliest logical point given considerations of terrain, traffic, cost and physical space to make the transition. Shallow subways would not include complex signal systems, mezzanines, elaborate stations, or exceptional ventilation requirements. Vehicles would operate under manual control and fares would be paid on board.

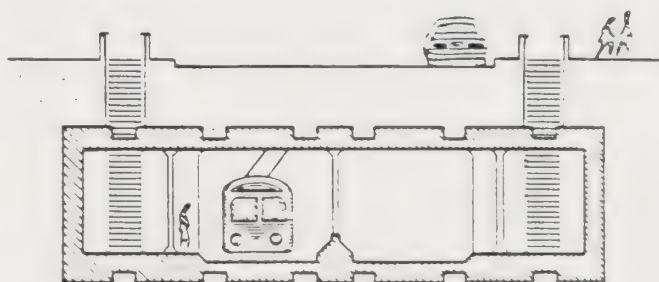


FIGURE 10 - CROSS SECTION OF SHALLOW SUBWAY

## SHUTTLE TRANSIT

### POLICY 5

Develop shuttle transit systems to supplement trunk lines for travel within the greater downtown area.

All parts of the downtown core are within easy walking distance of each other. However, greater downtown is large enough so that walking is not always convenient. Access should be improved with special shuttle systems similar in function to the shopper shuttle buses and cable cars. Access is particularly important between the Civic Center and the financial and retail districts, and between the Hall of Justice and other areas south and north of Market Street.

### IMPLEMENTING ACTIONS

- Implement MUNI bus improvements for downtown circulation.

The 42-Downtown Loop bus line circulates through the downtown area clockwise and counterclockwise. The route includes several of the major transit centers and surrounding areas such as Civic Center, Van Ness Avenue corridor, Fisherman's Wharf, Levi Plaza area, Financial District, First Street corridor, Hall of Justice, and the SP/Caltrain Depot. On this route service should be increased and improved commensurate with growth of the downtown. Other surface routes of MUNI provide internal service for the downtown. Improved public information concerning existing routes, would increase the usefulness of this service.

- Refine proposals and implement the MUNI "E" and "F" streetcar lines.

As downtown continues to grow, some form of "intra-downtown" transit will be required to maintain convenient face to face communications and provide for internal circulation. The proposed "E" and "F" streetcar lines, operating in combined service, would interconnect every transit center and terminal serving the downtown except the airport bus terminal on Ellis Street. They would provide for internal trips that could connect development to the south of downtown with the northern waterfront and Fort Mason to the north. They would also connect the Civic Center on the west, to Transbay Terminal, the Ferry Building and the proposed Special Development District south of Mission Street on the east.

- Implement additional shuttle transit.

The downtown transportation plan map identifies three potential shuttle routes to connect portions of the downtown with surrounding activity areas and peripheral parking garages. One shuttle is envisioned as connecting Showplace Square with the Civic Center, MUNI Metro/BART, and Brooks Hall. A second would connect the retail area, hotels, MUNI Metro/BART, with YBC, Moscone Center, peripheral parking garages near the freeway, and south to the SP/Caltrain Depot and beyond. The third shuttle would serve the financial district, MUNI Metro/BART, Transbay Terminal, Second Street Corridor, peripheral parking, SP/Caltrain Depot, and beyond. These shuttles would not be restricted in use to a particular employee or activity. They might be operated by a public or private transit operator. A proliferation of single-purpose private shuttles by hotels, health clubs, restaurants, single employees, showrooms and associations should be discouraged as inefficient use of vehicles and limited street space.



## TAXIS

### POLICY 6

Maintain a taxi service adequate to meet the needs of the city and to keep fares reasonable.

Taxis serve as an essential supplement to the transit system, not merely for tourists, but for many residents and workers in the city who either do not have a car or who find regular transit service inconvenient for a particular trip, or both. The elderly often rely on taxis for necessary shopping trips and for reaching medical facilities, as do many others without automobiles when transit is not available. Although taxis should continue to be regulated, competition should be encouraged for improved service and low fares.

### IMPLEMENTING ACTIONS

- Initiate a feasibility study for a second type of taxi service.

As the downtown expands and as projects and proposals for the immediate surrounding area materialize, the need for more taxis will expand. Taxicabs are used extensively in other cities because there are so many of them; their fares are relatively low and they are almost always available. San Francisco should rely more heavily on taxis for short trips within downtown.

A second type of taxi service could be created that focuses on the need for internal transit within the downtown and immediately surrounding areas. These cabs would be restricted to this central city area and would not be able to accept fares to points outside the county or to the airport. These urban cabs would be smaller compact cars and all would be required to adopt the same distinctive color and markings for easy identification. Urban cabs would have fixed zone fares and would be capable of accepting several passengers with different destinations (on the model of Washington, D.C.), and might or might not have two-way radios. To assure circulation, the urban cabs would not be permitted to wait for passengers at hotel taxi stands.

## SHORT-TERM PARKING

### POLICY 7

Encourage short-term use of existing parking spaces within and adjacent to the downtown core by converting all-day commuter parking to short-term parking in areas of high demand. Provide needed additional short-term parking structures in peripheral locations around but not within the downtown core, preferably in the short-term parking belt (Map 16).

As provided elsewhere, all day commuter parking within core is to be actively discouraged. Transit is a viable opportunity for many and parking for those who must drive should, for the most part, be provided on the fringes of downtown.

The situation is different for short-term parking. There are some shoppers, business visitors and others for whom transit is not a realistic alternative and who need parking for short periods reasonably close to their destination. However, the amount and location of additional short term spaces allowed in the core should be carefully regulated. Short-term parking spaces attract more automobiles per day than long-term spaces and do so during the midday periods when the number of traffic lanes is reduced by street parking and loading. Too much short-term parking would attract trips that otherwise would be made by transit and could add substantially to midday congestion.

Additional short term spaces in the core should be created primarily by converting existing long-term spaces to short term spaces. This could be achieved by setting high rates on all day use and not providing weekly or monthly rates. In the case of new buildings short term spaces could be provided within the building to replace long and short term spaces displaced by the new development, if excessive congestion in the immediate vicinity will not result.

Because of the congestion and conflicts with transit major new short-term parking structures are likely to create, they should be located next to major thoroughfares so that automobiles may be intercepted and uncongested movement and high internal accessibility may be provided within the core. Adequate pedestrianways should be provided for the final link of these trips.

## IMPLEMENTING ACTIONS

- Expand Sutter-Stockton garage.

Four hundred and fifty parking spaces should be added to the Sutter-Stockton garage to serve short-term parking demand in the retail district. However, entry and exiting should be oriented to Bush and Pine Streets so that auto congestion and conflict with transit is not increased on Stockton and Sutter Streets.

- Set parking rates to favor short-term parking.

Commercial garage parking rates tend to favor long term and monthly commute parkers over the short-term parkers. Rates frequently exceed \$3 for the first hour and decline to all-day rates of \$10 or less.

Parking rates should be set in favor of short-term users. The rate for four hours should be no higher than four times the first-hour rate

while the rate for eight or more hours should be no less than ten times the first hour rate. Not only would this reduce congestion during the peak commute period by relocating long-term commute parking outside the downtown, it would also increase the short-term parking supply without adding new parking spaces downtown.

## POLICY 8

Make existing and new accessory parking available to the general public for evening and weekend use.

Some existing parking garages, especially those in the office buildings, are closed at night and on weekends. Instead of providing additional parking spaces at certain locations, those spaces should be made available to the general public for nighttime and weekend users. Parking garages in the Embarcadero Center are good examples.

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TABLE 20

### DOWNTOWN PARKING SPACES, 1982

There are 2,500 metered on-street parking spaces in the financial and retail districts. These spaces are all available for short-term use. There are also 38,800 off-street spaces distributed as follows:.

<u>Zoning District</u>	<u>Commercial</u>	<u>Private</u>	<u>Hotel</u>	<u>Gov't</u>	<u>Total</u>
C-3-O	10,776	1,848	1,068	21	13,713
C-3-R	4,201	-0-	219	-0-	4,420
C-3-G	8,425	1,727	1,436	41	11,629
C-3-S	<u>7,319</u>	<u>1,509</u>	<u>197</u>	<u>-0-</u>	<u>9,025</u>
TOTAL	30,721	5,084	2,920	62	38,787

The percentage of off-street parking spaces used for short-term parking (less than four hours) ranges from 16% to 75% -- depending on the distance to the core area and operating policies of each individual garage. In general, publicly owned parking garages have rate policies that favor short-term parking, while privately owned garages have rates favoring long-term parking.

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## OFF-STREET LOADING FACILITIES

The financial and retail districts have a total of 1,150 loading spaces midday. The number is reduced to 520 after 1 p.m., when some of the special truck loading zones become available for auto parking. Blocks with loading deficiencies are shown on Figure 11.

### OBJECTIVE 5

#### IMPROVE FACILITIES FOR FREIGHT DELIVERIES AND BUSINESS SERVICES.

The need for adequate facilities for freight deliveries and daily services to businesses will increase as downtown grows. As a result, the conflict between the movement of goods and services and the movement of customers, employees and visitors, whether on foot, by transit, or in private vehicles, will increase.

### POLICY 1

Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new facilities for existing buildings, existing buildings.



FIGURE 11 - STREET WITH DEFICIENCY IN LOADING SPACES

## IMPLEMENTING ACTIONS

- Revise Planning Code regarding off-street loading provisions.

Provisions of the Planning Code regarding off-street loading should be revised so that the type of uses that generate higher truck and service vehicle traffic will provide more loading spaces. The loading spaces in larger buildings should have sufficient dimension to accommodate large-size trucks and loading platforms. In larger buildings directories of building tenants should also be provided at all freight elevators. Freight elevators should be provided near loading spaces with easy access.

- Discourage semi-truck and tractor-trailer traffic in downtown during business hours.

It is difficult to accommodate semi-truck and tractor-trailer in downtown office buildings and on downtown streets. Most of these large size trucks double park on downtown streets, obstructing transit operation and other vehicular circulation.

Restriction of semi-truck and tractor-trailer traffic in downtown during business hours should be sought and break-bulk operation during business hours should be encouraged.

### POLICY 2

Discourage access to off-street freight loading and service vehicle facilities from transit preferential streets, or pedestrian-oriented streets and alleys.

Wherever possible, access to off-street loading and service vehicle facilities should be provided from nonpedestrian alleys and minor streets, rather than transit preferential streets or major arterials (see Map 16). This would minimize safety hazards and disruptions to pedestrians and traffic flow. Where several loading and service bays are provided or the number of truck trips is high, conflicts with pedestrians and vehicles should be minimized by provision of a service driveway and maneuvering area self-contained within the structure. Where the only access to on-site facilities is across a sidewalk that is heavily used by pedestrians curbside parking of freight and service vehicles may be preferable to on-site facilities.



## IMPLEMENTING ACTIONS

- Incorporate into the Planning Code rules regarding the appropriate location for off-street building service facilities.

## POLICY 3

Encourage consolidation of freight deliveries and night-time deliveries to produce greater efficiency and reduce congestion.

Even if off-street loading facilities were adequate, there would still be conflicts between vehicles delivering goods and other vehicular and pedestrian traffic. Deliveries that must be made across the sidewalk from on-street loading spaces disrupt pedestrian movements and increase accident potential. A system of consolidating deliveries to downtown firms should be developed, with emphasis on deliveries during the late evening and early morning periods. Deliveries in the early afternoon when the daytime population of downtown reaches its peak should be discouraged.

## POLICY 4

Provide limited loading spaces on street to meet the need for peak period or short-term small deliveries and essential services, and strictly enforce their use.

On-street loading and stopping spaces should continue to be required to accommodate peak period and short-term demands for small delivery vehicles and essential services. Strict enforcement to restrict these spaces to the vehicles and time limits for which they are intended is essential. In general, workers performing lengthy deliveries or repairs should be required to use off-street facilities for their vehicles.

## POLICY 5

Require large new hotels to provide off-street passenger loading and unloading of tour buses.

Most major hotels create a large number of tour bus movements as formal sightseeing tours, group travel to airports or convention sites, or group travel under contract for airline crews. By the nature of these trips, loading and unloading times for tour buses is long and causes severe traffic problems if buses are allowed to park on downtown streets.

## IMPLEMENTING ACTIONS

- Incorporate the requirements for tour bus loading, shown in Table 21, into the Planning Code.

TABLE 21

### OFF-STREET TOUR BUS LOADING REQUIREMENTS

<u>Number of Hotel Rooms</u>	<u>Number of Off-Street Loading Spaces Required</u>
0-200	0
201-350	1
Each additional 300 rooms	1

## PEDESTRIANS

Walking is the most universal, efficient, flexible and energy-saving way of travel. San Francisco is inherently suited for walking because of its climate and the compactness of downtown.

In San Francisco approximately 20,000 residents walk to their downtown workplaces. Thousands of commuters walk to and from transit stations and regional transit terminals. By the year 2000, more than 90,000 employees will be added to the C-3 district. This means that by the turn of the century, at peak periods, some 370,000 workers may be walking on downtown streets.

Today pedestrians to some extent are experiencing congestion at peak periods along Montgomery, Stockton, Fremont, and First Streets. At many street corners throughout the downtown, congestion occurs when people wait to cross the street. Street corners also are the location for many amenities and street installations such as newspaper racks, traffic signal boxes, signposts, street lights, fire alarms, mail boxes, trash cans, telephone booths, and flower stands. These reduce space even further. Passenger lines at bus stops represent another obstacle for pedestrians. Pedestrian movement also conflicts with goods delivery at service entrances and sidewalk elevators.

At several locations along Market and Mission Streets, a relatively high number of pedestrian accidents have been recorded. Although routing the streetcars underground has reduced the hazard, a number of locations are still potentially dangerous.

## OBJECTIVE 6

IMPROVE THE DOWNTOWN PEDESTRIAN CIRCULATION SYSTEM, ESPECIALLY WITHIN THE CORE, TO PROVIDE FOR EFFICIENT, COMFORTABLE, AND SAFE MOVEMENT.

## POLICY 1

Provide sufficient pedestrian movement space.

Where pedestrian volumes compared to other transportation modes so warrant, additional pedestrian capacity should be taken from traffic or parking lanes. At other locations, where appropriate, arcades or building setbacks adjacent to an existing sidewalk should be developed. In areas of highest pedestrian volumes, more parallel, through-block pedestrianways should be provided if they can serve as convenient links among destinations without encouraging jaywalking.

## IMPLEMENTING ACTIONS

- Implement proposals for arcades and through block pedestrianways as shown on Map 17 and listed on Figure 13.

## POLICY 2

Minimize obstructions to through pedestrian movement on sidewalks in the downtown core.

Many conveniences and amenities on downtown sidewalks would be easier to enjoy if properly located to avoid conflict with pedestrian movement. Criteria for location of newspaper vending machines, flower stands, and other facilities and amenities such as trees, should consider the need for adequate space for through movement.

## IMPLEMENTING ACTIONS

- In reviewing proposed downtown developments and plans for street and sidewalk improvements, employ standards and guidelines described in Figure 12 to provide sufficient pedestrian movement and standing space.

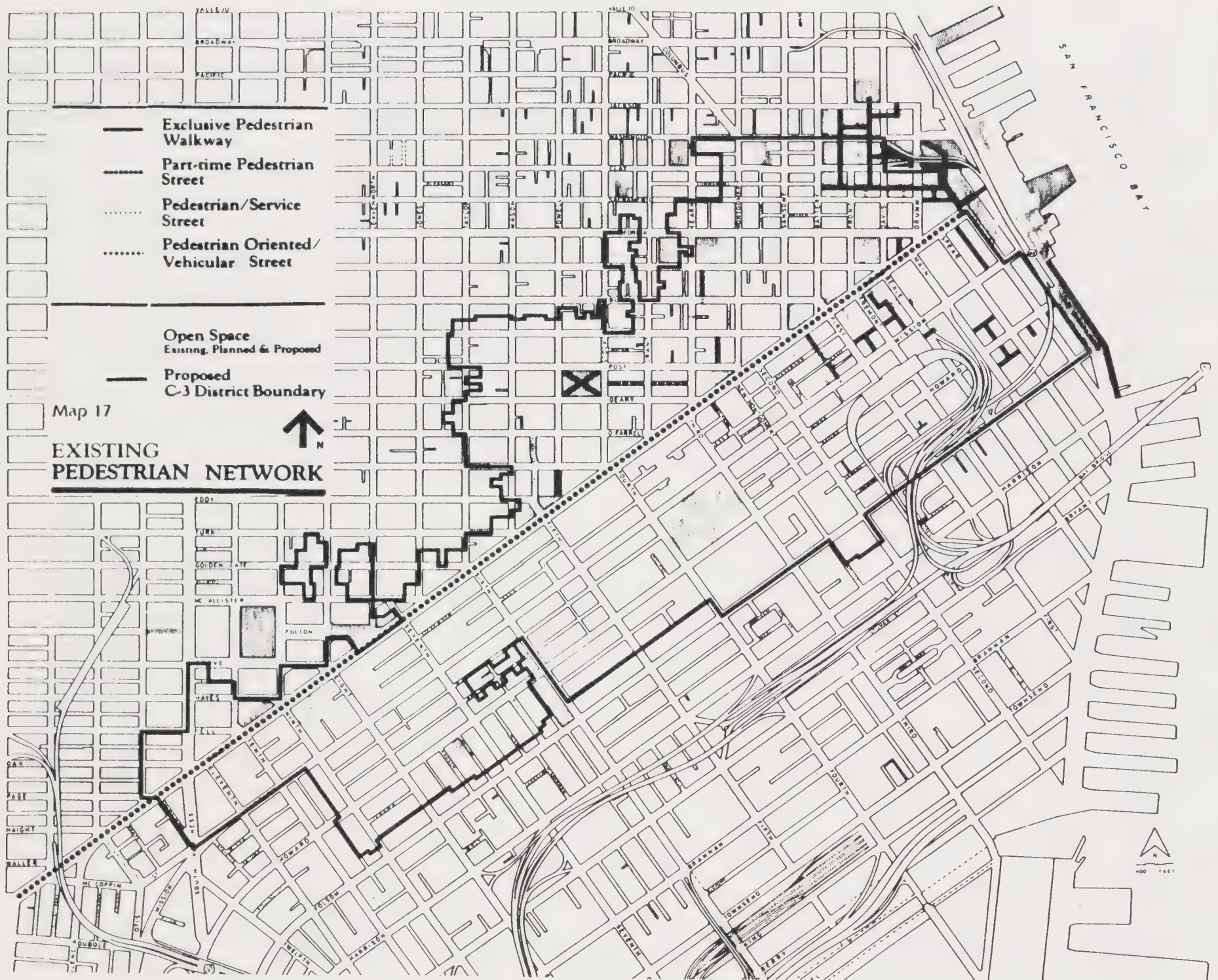
## POLICY 3

Ensure convenient and safe pedestrian crossings.

Where streets are designed for high volumes or relatively fast movement of vehicles, adequate provision should be made for safe and convenient pedestrian crossings. This is especially important where large numbers of pedestrians cross the street. These streets should have adequately-timed lights at intersections to allow safe crossings. Where large pedestrian volumes so warrant, similar provisions would be installed at midblock crosswalks. In locations where large numbers of vehicles and pedestrians coincide, grade separations might be necessary.

Where large numbers of pedestrians cross the roadway outside the intersection or midblock crosswalk, the location of the crosswalk should be realigned to coincide with the desire line, or steps taken to prevent the pattern of jaywalking.







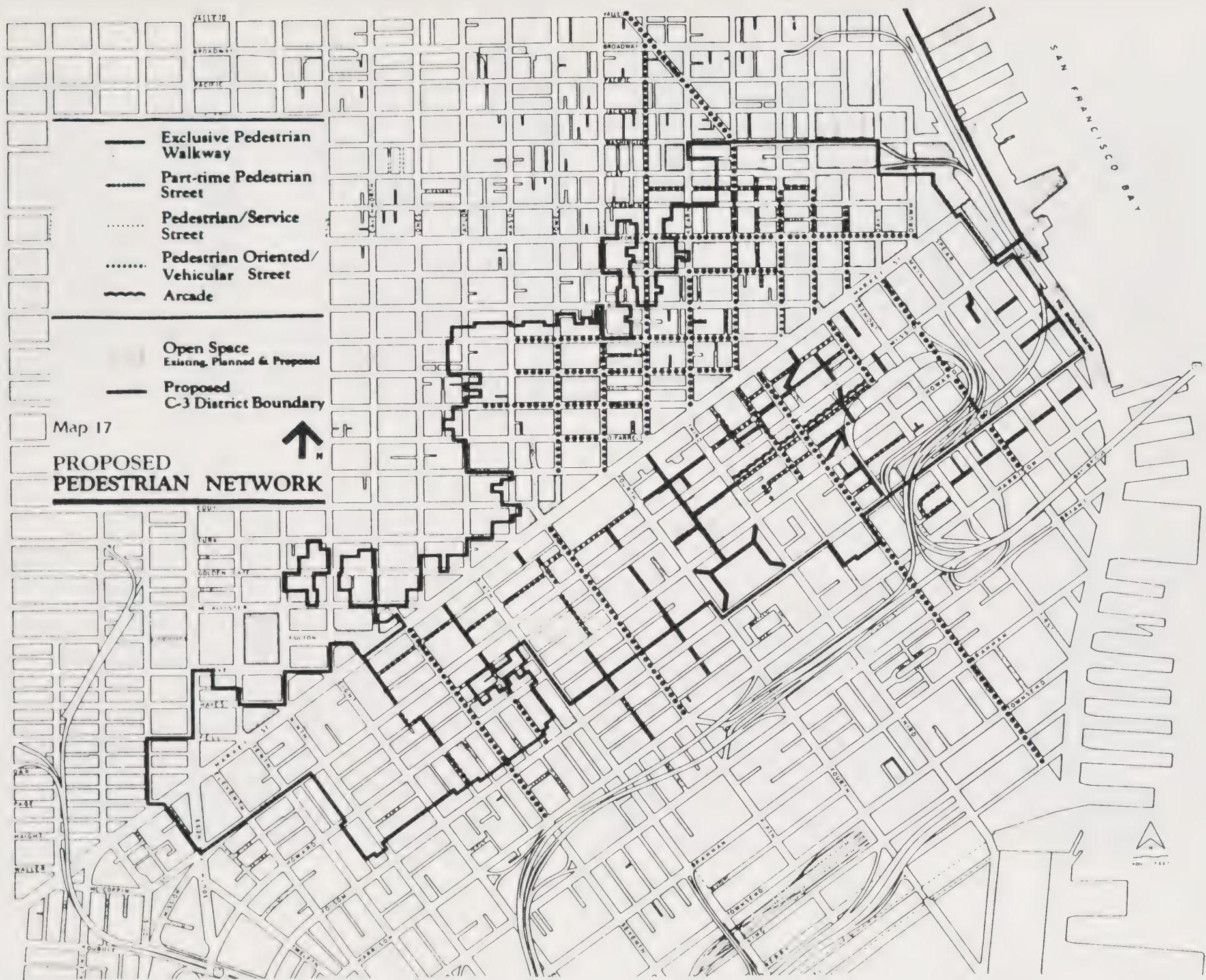


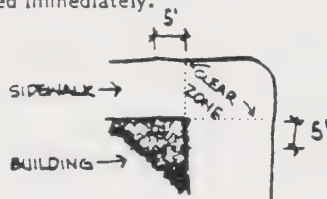


FIGURE 12 - PEDESTRIAN IMPROVEMENT STANDARDS AND GUIDELINES

To continue to improve and enhance the pedestrian environment, as well as provide sufficient pedestrian movement and standing space, various standards should be used as guidelines in downtown planning and development. They should be incorporated into the review process of proposed downtown developments as well as into plans for street and sidewalk improvements. These standards serve to guarantee the consideration of pedestrian safety and convenience in decisions affecting downtown development. The following presents the recommended standards:

### 1. CLEAR ZONES

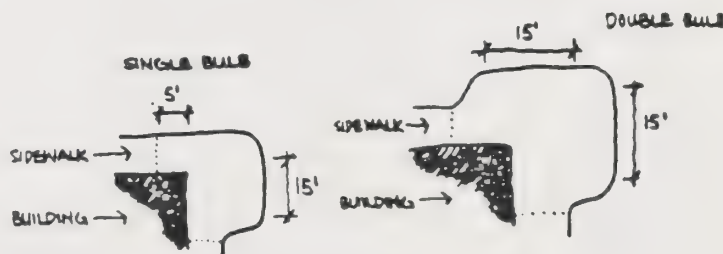
To ease problems of crowding and to create more circulation and holding space for pedestrians at corners, fire-pull boxes, pedestrian information signage, police call boxes, mail boxes, mail storage boxes, newspaper vending machines, and newspaper vendor booths, should be placed outside the immediate corner areas extending from the property lines, ("clear zones"), as shown on the diagram. At critical locations where standing in physical contact with others is unavoidable, queuing can only be sustained for a short period without discomfort, and circulation is severely restricted, the clear zone should be extended five-feet back from the property lines and crosswalks should be widened accordingly. Only items essential to vehicular and pedestrian safety and flow should remain within the clear zones. Fire hydrants, street lights and other permanent fixtures not required in the clear zone should be removed to locations outside of the clear zone when repair or replacement of those items is required and as funds become available. Others should be relocated immediately.



### 2. CORNER "BULBING"

Where requirements for pedestrian reservoir space are acute and space can be obtained from existing parking or through traffic lanes, corner "bulbs" should be created. Corner bulbing serves to reduce pedestrian crossing distance, thus improving safety as well as providing needed pedestrian movement and reservoir space, concurrently allowing for some channelization of vehicular traffic. Typically corner bulbs extend down the face of a block for a minimum of 15 feet between curb tangent lines. At bulbed corners, the clear zone shall include the entire bulb.

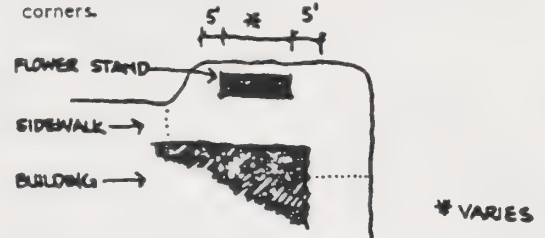
Clear zone standards must be upheld on bulbed corners in order not to reduce sight line visibility.



### 3. FLOWER STANDS

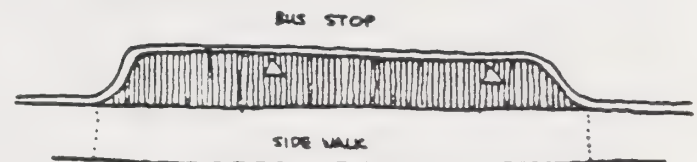
Flower stands are recognized as a unique asset to the urban fabric of San Francisco, and as such are welcomed additions to the streetscape. They add color and rich, varied detail to many corners in the Central Business District (CBD) and are part of the street life of the city that helps give urban streets a

pleasant "human face". Unfortunately, placement of flower vending stalls often constricts or interrupts pedestrian flow. To avoid this problem, flower stalls should be relocated, when possible, to corner bulbs or to areas where sidewalks have been widened. Where flower stands have been relocated, the size of the corner bulb shall be adjusted to accommodate the stand. These stands are the only nonessential furniture allowed in the clear zones and they shall be located five feet back from the property lines at the corners.



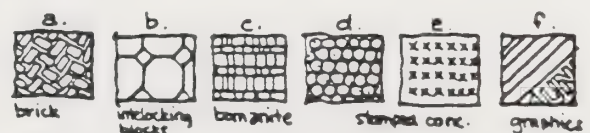
### 4. MUNI PATRON AREAS

Where possible, sidewalk widths should be increased without sacrificing vehicular traffic movement. Particularly where MUNI stops occur, an effort should be made to provide extra, sheltered reservoir space for MUNI patron queuing, distinct from normal pedestrian flow. Limited bulbing should be used for this specific purpose. To further distinguish MUNI patron areas from pedestrian flow corridors, MUNI patron areas should be uniformly paved with brick or other special paving materials such as Bomanite, interlocking concrete paving blocks, colored concrete, stamped concrete, or graphically painted areas. Materials that are attractive yet relatively maintenance-free are suggested. Uniform paving and landscaping for all MUNI stops should be provided to make stops readily identifiable by both MUNI patrons and other pedestrians.



### 5. PAVING MATERIALS

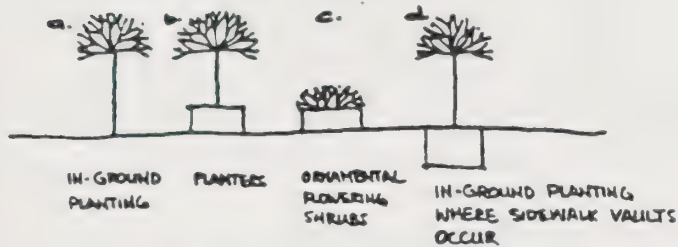
Decorative pavement materials should be provided where appropriate to enhance the pedestrian environment and delineate the patterns of vehicular traffic from the patterns of pedestrians at intersections. However, in order to efficiently maintain the pavement as well as limit the cost of implementation and maintenance, the number of material types to be used should be kept to a minimum.



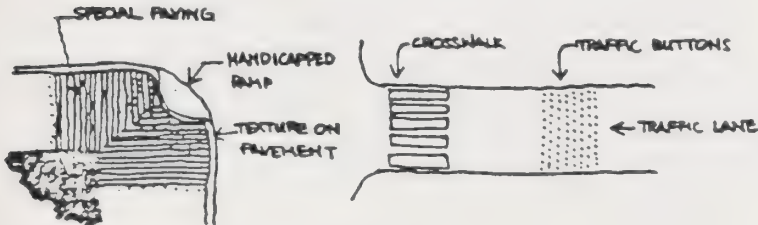
### 6. TREES AND OTHER PLANTINGS

Where sidewalk vaults and elevators do not exist, trees should be planted in the ground, thus increasing the effective sidewalk width while preserving the qualities of foliated urban streets. Where direct planting and planter reorganization have been impossible or ineffectual, trees should be selectively eliminated from the street. This could be undertaken as a temporary, "stop-gap" solution until redevelopment or funding can be made available for removal of sidewalk vaults or sidewalk widening to permit direct in-ground planting. On sidewalks where trees are removed, flowering ornamental shrubs in

small, less obtrusive containers might be located in building recesses or other locations.



The use of special paving or special markings in crosswalks identifies the crosswalk as a pedestrian-vehicle interface. Raised pavements at pedestrian crossings, and warning texture such as safety bumps in traffic lanes before crossings and bollards also contribute by alerting both pedestrians and motorists to use caution as they enter these interface areas. Special paving and/or colors at corner clear zones as well as raised textures at MUNI stops and corners are added cautionary devices for all pedestrians, and textures are of special importance to visually impaired pedestrians. Special pavement treatments should not become safety hazards to pedestrians, bicyclists, or motorcyclists when wet and slippery.



### 8. SIDEWALK ELEVATORS

Where sidewalk elevators exist there is unavoidable temporary pedestrian inconvenience. This is an unpleasant reality, but not of critical importance except in areas where elevators are habitually left open, whether in use or not. The drastic reduction in effective sidewalk width is both an impediment to pedestrian flow and an eyesore. It is hoped that increased citation of such offenders will remedy the problem. Future development should follow the Master Plan, which calls for no additional sidewalk elevators in the downtown area. In support of the Master Plan stipulation, this study found that there is less interference to pedestrian flow by carrier unloading and loading across the sidewalk than by carriers unloading using the sidewalk elevators.

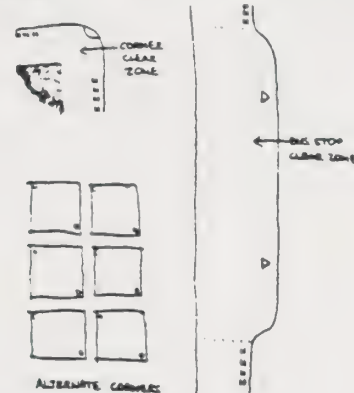


### 9. NEWSPAPER VENDING MACHINES

The proliferation of newspaper vending machines and vendors has become a major impediment to satisfactory pedestrian flow on the sidewalk, standing space along bus stops and at street corners, and access to adjacent properties. As a first step in reducing the adverse effect that these machines have on pedestrian movement, they should be removed from all clear zones and all MUNI stops. Vending machines shall not be permitted over street elevators and they shall not block delivery of goods to elevators, nor shall they restrict loading/unloading of passengers or freight where curbs are marked for that activity. The ideal location for news vending machines is next to a red curb that is not marked for a bus stop. Areas near corners might be set aside for the

placement of a few machines, but they should be limited in linear feet so as not to present an impenetrable barrier to pedestrians.

The City should devise a systematic approach to machine placement that would begin to rationalize the space allocated to vending machines, especially in critical pedestrian flow corridors. Newspaper distributors should be encouraged to use multi-unit machines and to place these machines against a building wherever possible, especially when there are niches in the building facade.



### 10. SIDEWALK VAULTS

To reduce the expense and inconvenience of planting trees in the ground (thus allowing planter boxes to be moved from the path of pedestrians), storage space extending under the sidewalk should not be allowed. The Building Code should specify this provision.

### 11. CONSTRUCTION AISLEWAYS

A minimum width for construction barricade pedestrian aiseways should be maintained and enforced during construction of a building. For adequate two-way pedestrian maneuvering in construction aisles, the width without special approval should be five feet. The absolute minimum width which could be obtained with special permission should be 4.5 feet.

### 12. TRAFFIC/PEDESTRIAN SIGNALS, DIAGONAL CROSSING SIGNS AND FIRE PULL-BOXES

In numerous locations around the CBD, traffic/pedestrian signals, signs indicating "scramble" system pedestrian crossings and fire pull-boxes are located directly on the corner, well within the clear zones that have been established in this study. Nowhere are these obstructions more in evidence and more detrimental to smooth pedestrian flow than on Montgomery Street. As impediments to pedestrian movement, they are not as easily dealt with as mail boxes, news vending machines and other less permanent items. Nevertheless they are annoying and often dangerous obstacles in the path of peak-hour crowds, and where possible they should be removed or relocated. Signs indicating "scramble" crossings could be immediately remounted on the pedestrian signals themselves and fire pull-boxes could be immediately eliminated entirely. Traffic and pedestrian signals as well as street lights and MUNI power poles that fall within clear zones should be relocated outside of the zone as soon as it is economically feasible and expedient.



FIGURE 13  
PROPOSED STREET IMPROVEMENTS FOR THE DOWNTOWN AREA

Name of Right-of-Way	Cross Streets	Classification	Proposed Treatments
Belden	Pine to Bush*	Part-time pedestrian	Convert to lunchtime mall. Pave roadway with special pavement. Install street furniture. Screen dumpsters.
Campton	Stockton to Grant*	Pedestrian/service	Use banners extensively for color and liveliness.
Commercial	Battery to Montgomery*	Part-time pedestrian	Convert to lunchtime mall. Pave roadway with special pavement at intersections. Stripe roadway decoratively. Plant trees.
	Montgomery to Kearny*	Pedestrian/service	Widen sidewalk. Plant trees. Provide sitting area.
Ecker	Mission to Market*	Pedestrian walkway	Convert to exclusive pedestrian walkway. Pave alley with brick, filling in roadway. Pave over Stevenson Street. Plant trees in ground. Provide theme lighting, banners, and benches.
Ellis	Market to Powell*	—	Replace segments of sidewalk pavement. Transplant trees from containers in ground or plant new trees in ground (suggested species— <i>Ficus nitida</i> ).
Front	California to Sacramento*	Part-time pedestrian	Convert to lunchtime mall. Widen sidewalk. Pave sidewalk. Plant trees. Provide bollards.
	Sacramento to Clay*	—	Bulb and paint midblock crosswalk. Raise roadway level to sidewalk grade.
Geary	Market to Grant*	—	Replace segments of sidewalk pavement. Replant existing trees from container in ground or plant new trees in ground. Plant trees in rows.
	Grant to Powell*	Pedestrian-oriented	Widen south sidewalk between Stockton and Powell with provision of one or more vehicle loading bays. Replace portions of sidewalk pavement. Plant trees in ground. Introduce flowering plants in containers on south sidewalk along Union Square. Fill in historic streetlights along north sidewalk from Stockton to Mason. Add benches along south sidewalk along Union Square.
	at Stockton	—	Bulb corners, northeast on Geary and southwest on Stockton.
Grant	Market to Bush*	Pedestrian-oriented	Plant trees in clusters at intersections and midblock. Add benches.
	Post to Geary	Pedestrian-oriented	Install special pavement where Maiden Lane intersects with Grant.
Jessie	Fourth to Fifth	Pedestrian/service	Use banners extensively for color and liveliness. Remove bollards. Remove or screen dumpsters.
Kearny	Market to Pine*	Pedestrian-oriented	Install paving and street lights. Plant trees. Encourage the use of awnings.
	At Sutter*	—	Widen crosswalk.
Leidesdorff	Pine to California*	Pedestrian/service	Pave alleyway raising roadway to sidewalk level. Plant trees. Provide benches, trash cans, and street lighting.
	California to Sacramento*	Pedestrian/service	Widen sidewalk. Add decorative striping on roadway. Plant trees. Install lights.
	Sacramento to Clay*	Part-time Pedestrian	Convert to lunchtime mall. Widen and pave sidewalk. Add decorative striping on roadway. Plant trees.
Maiden Lane	Stockton to Kearny*	Part-time pedestrian	Plant locust trees alternately on north and south sidewalk. Introduce theme lights and banners.
Minna	Third to Second	Pedestrian/service	Encourage arcades on north side of alleyway.
	Second to First	Pedestrian/service	Encourage arcades on north side of alleyway.
Montgomery	Market to California*	Pedestrian-oriented	Close driving lane experimentally and possibly widen sidewalk. Plant trees in ground.
OFarrell	Market to Stockton*	—	Replace segments of sidewalk pavement. Plant trees in ground (suggested species— <i>Ficus nitida</i> ).
	Stockton to Powell*	Pedestrian-oriented	Plant trees in ground, one row on each sidewalk (suggested species— <i>Ficus nitida</i> ).
Post	Market to Powell*	Pedestrian-oriented	Replace portions of sidewalk pavement. Transplant existing trees from containers in ground. Plant all new trees in ground. Plant seasonal flowers in containers on north sidewalk along Union Square. Fill in historic streetlights on south sidewalk along Union Square. Promote the use of awnings on north sidewalk from Kearny to Stockton.
Powell	Market to Ellis*	Pedestrian walkway	Plant <i>Eucalyptus ficifolia</i> in order to introduce a colorful "California" theme tree. Plant trees in ground, one formal row on each sidewalk. Fill in historic streetlights.
	Ellis to Sutter*	Pedestrian-oriented	Plant trees (suggested species— <i>Eucalyptus ficifolia</i> ). Encourage the use of awnings. Plant seasonal flowers in containers on west sidewalk along Union Square. Fill in historic streetlights.
Sansome	Market to Bush	Pedestrian/service	Convert first block of Sansome Street to open space with a transit/emergency vehicle lane.
Second	Market to Stevenson	Pedestrian/service	Convert Second Street between Market and Stevenson to open space with a transit/emergency vehicle lane.
Shaw	Natoma to Mission	Pedestrian walkway	Convert to exclusive pedestrian walkway.
Stockton	Market to Sutter*	Pedestrian-oriented	Plant trees (suggested species— <i>Ficus nitida</i> ) from Market to Geary and Post to Sutter on east sidewalk only. Plant trees in ground. Introduce seasonal flowers in containers along Union Square on east sidewalk. Fill in historic streetlights.
	At Sutter*	Pedestrian-oriented	Enlarge pedestrian island.
Sutter	Kearny to Stockton*	Pedestrian-oriented	Replace portions of sidewalk pavement. Transplant trees from containers in ground. Plant all new trees in ground, one row on each sidewalk. Fill in historic streetlights.
	At Sansome*	Pedestrian-oriented	Bulb south sidewalk to reduce Sutter Street crosswalk length.
Union Square	Along Stockton*	Pedestrian-oriented	Exchange location of sidewalk and Union Square garage queuing line.
	At all four corners*	Pedestrian-oriented	Install special pavement where right-turn lane intersects with pedestrian crosswalk. Raise roadway to sidewalk grade.
Midblock Walkway from Clara to Howard	Blocks bounded by Fourth and Fifth	Pedestrian walkway	Provide new exclusive pedestrian midblock connection.
Midblock Walkway from Folsom to Natoma	Blocks bounded by Second and First	Pedestrian walkway	Provide new exclusive pedestrian midblock connection along the foot of the elevated bus loop.
Midblock Walkway from Minna to Market	Blocks bounded by Sixth and Seventh	Pedestrian walkway	Provide new exclusive pedestrian midblock connection.
Midblock Walkway from Market to Mission	Blocks bounded by Seventh and Eighth	Pedestrian walkway	Provide new exclusive pedestrian midblock connection.

\* The improvements marked with an asterisk are described and illustrated in a report entitled: Street Improvements for the Downtown Area.

## IMPLEMENTING ACTIONS

- Construct pedestrian bridges at the locations listed on Table 22.

### POLICY 4

Create a pedestrian network in the downtown core area that includes streets devoted to or primarily oriented to pedestrian use.

Based on major pedestrian destinations and use generators, a pedestrian network should be developed to minimize conflicts between pedestrians and vehicular traffic. Such a network should include closure of streets to private automobiles and/or trucks, at least during those hours when pedestrian volumes and demand are at critical levels. Such a network should also include plazas, arcades, and open spaces required in major new development. Land uses adjacent to major links in the pedestrian network should be of interest and utility to pedestrians.

## IMPLEMENTING ACTIONS

- Develop a pedestrian network.

The proposed pedestrian network covers the whole of downtown (see Map 17). It would connect the main pedestrian generators and destinations such as the transit stations, the East Bay Terminal, and the Ferry Building. It would tie together the Financial District with the Shopping District, Yerba Buena Center, and the rest of the South of Market. At various locations, the walkways should widen into open spaces and then link up with the major parks and the waterfront promenade.

Basic components of the pedestrian network are the sidewalks of "pedestrian-oriented streets." These are streets with high pedestrian volumes, connecting important destinations and bordered by interesting storefronts and attractive land uses. These streets will continue to carry automobiles and transit, but their sidewalks should receive special treatments to make walking comfortable and pleasant.

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TABLE 22

### PROPOSED PEDESTRIAN BRIDGES

<u>Name of Right-of-Way</u>	<u>Cross Streets</u>	<u>Proposed Treatments</u>
Over Mission	Between First and Fremont	Construct pedestrian bridge and through-block pedestrian walkway from Transbay Terminal to Market.
Over Mission	Between Fourth and Fifth	Construct pedestrian bridge from city-owned parking garage to north side of Mission Street. Possibly provide 2nd story linkages to the Emporium, Apparel Mart, and new development on Market and Fifth.
Over Mission	Between Third and Fourth	Construct pedestrian bridge over Mission Street, facilitating upper story connection between YBC's Central Block I and II.
Over Howard	Between Third and Fourth	Construct pedestrian bridge over Howard Street to connect the Moscone Convention Center to YBC's Central Block II and further north to Market Street.

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Some street environments, because of their intimate scale, attractiveness, and pedestrian-oriented land uses should become part of the pedestrian network and be closed off to all traffic except emergency and, in some cases, to transit vehicles, restricting service and delivery to certain hours of the day. These streets should receive sunlight during lunch time by keeping adjacent buildings sufficiently low. They stretch over a portion of a block, as on Second Street from Market to Stevenson Streets, or cover a whole block, as on Front Street from California to Sacramento Streets or on Sansome Street from Market to Bush Streets.

Many of the alleyways north and south of Market Street would be part of the pedestrian system either as exclusive pedestrian walkways, such as Ecker Street, or as lunchtime malls, such as Belden Street and Maiden Lane, which should be turned over to pedestrians at certain times of the day. Other alleys have to be available for service at all times. The walkway system should include through-building passages (similar to the one in the Flood Building and One Market Plaza) and through-block walkways (as through the Bechtel block). For some alleyways, arcades are proposed to emphasize their special functions within the pedestrian network. The network should also include new pedestrian linkages that transversely cut through the long South of Market blocks. This should shorten walking distances and accommodate the main direction of pedestrian flow.

## POLICY 5

Improve the ambience of the pedestrian environment.

Attractive pavement, trees, containers with seasonal flowers, street lights, colorful banners and awnings should be added to the streets, as well as benches and small sitting areas where people can rest and watch the street life.

## IMPLEMENTING ACTIONS

- Implement the improvement projects proposed for downtown streets and alleys.

To make walking a pleasant experience, an array of improvement projects have been developed, amenities proposed, and guidelines and standards drawn up. The improvements have been summarized and listed on Figure 13, p. 126. The Pedestrian Improvement Standards and Guidelines (Figure 12) would be generally applied to downtown streets.

## PEDESTRIAN NETWORK CLASSIFICATION OF ELEMENTS

Certain streets, alleys, and other rights-of-way in the downtown core area exist where varying degrees of priority should be given to pedestrian use. They have been included in the network on the basis of the following considerations: high pedestrian volumes; existing small scale street spaces; existing pedestrian-oriented features and amenities (e.g. sitting areas, planters); and public acceptance as pedestrian space.

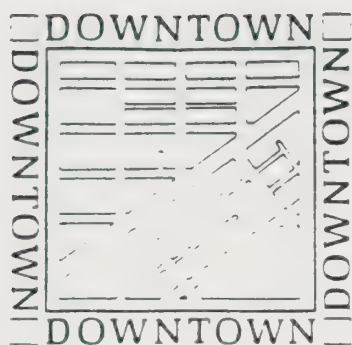
There are four types of pedestrian streets. Their characteristics are as follows:

- Exclusive Pedestrian Walkways (With/Without Cable Cars)
  - vehicles prohibited, (emergency vehicles excepted)
  - permanent change of use of public rights-of-way
  - paved-over roadway
  - landscape treatment
  - street furniture
  - food concessions, street vendors permitted
- Part-Time Exclusive Pedestrian Streets
  - vehicles prohibited at certain hours to free street space for exclusive pedestrian use
  - adjacent land uses permitted to expand into the public rights-of-way (e.g. restaurants)
  - sidewalk paving and planting where appropriate
- Pedestrian/Service Streets
  - narrow rights-of-way mainly used as service access, not usually serving through-traffic
  - pedestrian treatment in pedestrian areas only, or in those portions of the vehicle right-of-way which are not needed for service
- Pedestrian-Oriented Vehicular Streets
 

Vehicular streets on which design measures to improve mobility and render existing pedestrian space more pleasant and efficient include:

  - removal of pedestrian obstructions
  - relocation of newspaper vending boxes
  - consolidation of signs, stanchions, etc.
  - sidewalk widening/intersection bulbing
  - transportation management measures to reduce automobile traffic
  - special treatment of pedestrian crossing (e.g. brick crosswalks)
  - turning restrictions at intersections
  - relocation of transit stops
  - introduction of clear zones at street corners
  - tree planting
  - street furniture





# SEISMIC SAFETY

## BACKGROUND

San Francisco is susceptible to major seismic activity on both the San Andreas Fault to the west and the Hayward Fault to the east. Another great earthquake is expected with about a one percent probability each year. Ground shaking, and the transmission of earthquake vibrations from the ground into structures, is the most universal hazard. Such shaking may cause structural collapse of buildings as well as the fall of exterior building materials (cladding, glass, parapets and other decorative detailing). Buildings are affected by earthquakes in different ways, depending upon the type of construction and foundation, and the type of soil beneath the building. The 1906 earthquake caused the most severe damage from ground shaking in the northeast portion of San Francisco, the area furthest from the San Andreas Fault.

The Community Safety Element of the Master Plan identifies earthquake fault locations, ground shaking potential, landslide areas, liquefaction potential (soil losing its stability to support weight, much like quicksand), subsidence potential (uneven settlement of earth), tsunami and seiche floor potential (ocean or bay "tidal wave" action), and estimated damage to existing buildings in a major earthquake. Ground shaking within the Downtown is estimated to range from strong to violent, and about half the Downtown is subject to liquefaction or subsidence. Projected tsunami or seiche runup is unlikely to cause flooding. Fire may accompany an earthquake, due to ruptured gas mains and other flammables.

Much is known about the resistance of structures to damage, and the ways to minimize

damage, of various types of structures subject to earthquake forces. Existing technology is such that structures can be designed that are very resistant to damage from earthquake forces and will remain both structurally and operationally sound following an earthquake. Existing structures can be seismically retrofitted to prevent structure collapse. As with all construction efforts, the degree of safety is related to cost. It is not possible to predict how far in the future any earthquake may occur, or of what magnitude. Therefore, some risk is inevitably associated with designing new buildings. Consideration of risk is even more important in deciding whether to retrofit existing buildings, as some may be replaced with new buildings before any earthquake occurs. New buildings are generally much more resistant to earthquakes than the older buildings downtown, and thus provide greater safety to their inhabitants.

People in a highly concentrated downtown are exposed to death and injury from both structural collapse or falling cornices, cladding, etc. from older, non-reinforced masonry buildings, and falling debris (cladding, glass, etc.) from modern structures. The exposure to falling building materials generally exceeds the risk of being within buildings which may collapse. While new buildings are usually safer than older buildings, by their greater size they bring more people into an area of risk and thus increase the danger.

The Downtown and its growth is clearly an area of concern due to seismic hazards. Special evaluation measures and hazard reduction programs are needed to assure that adequate safety, consistent with levels of acceptable risk, can be achieved as the downtown grows.

## THE PLAN

The Community Safety Element of the Master Plan contains objectives and policies addressing seismic hazards. These form the basis of the objectives, policies and implementing actions proposed in this plan, many of which excerpt or present a summary of existing policies. Existing buildings that are likely to be retained and new buildings that are constructed should provide adequate safety to both their inhabitants and pedestrians below during earthquakes. Improving the performance of these buildings during earthquakes is critical to reducing the increased exposure to injury and death that a denser downtown population would confront. It is important that this be done consistent with maintaining an appropriate design character for downtown and its subareas. There should be coordination between building management and the Office of Emergency Services to provide appropriate pre-earthquake preparation.

### OBJECTIVE 1

REDUCE HAZARDS TO LIFE SAFETY AND MINIMIZE PROPERTY DAMAGE AND ECONOMIC DISLOCATION RESULTING FROM FUTURE EARTHQUAKES

#### POLICY 1

Apply a minimum level of acceptable risk to structures and uses of land based upon the nature of the use, importance of the use to public safety and welfare, and density of occupancy.

All risk cannot be eliminated, and reducing risks to very low levels could result in unbearably high social and economic costs to the community. Appropriate levels of risk must be established for different types of uses and buildings, as well as location of these uses. The risk must include that to both building occupants and to those outside who could be affected by exterior building damage.

#### POLICY 2

Initiate orderly abatement of hazards from existing buildings and structures, while preserving the architectural design character of important buildings.

Existing hazardous buildings pose a threat to their occupants and passers-by. The downtown area should receive priority for identification and abatement of hazards, due to its high population density. As the occurrence of earthquakes cannot be predicted, buildings with a long life span are more likely to be exposed to a major earthquake than buildings of lesser longevity. Older buildings which are proposed for retention to serve the public interest are more likely to experience such an earthquake than those on sites with a strong potential for development.

Seismic retrofitting of buildings can be very costly. Some form of public assistance may be required to ensure that retention of uses and buildings of special significance, rather than replacement, will occur. The hazards presented by older buildings are often from the architectural design elements—parapets, cornices and other ornamentation—that give them their character. Every effort should be made by the owner and the City to assure the preservation of the architectural design of the structure. This should be accomplished through reinforcing, replacing or redesigning in similar architectural style, those building elements which present a life safety hazard.

#### POLICY 3

Require geologic or soil engineering site investigation and compensating structural design based on findings for all new structures in special geologic study areas.

Much of the downtown is within a special geologic study area, which includes potential geologic hazards of severe ground shaking, liquefaction and subsidence. Increased concentration of people in this area increases the possibility of injury or loss of life. Increased development in this area should be allowed only if the determination is made that adequate safety, consistent with levels of acceptable risk, can be assured.

#### POLICY 4

Review and amend at regular intervals all relevant public codes to incorporate the most current knowledge and highest standards of seismic design, and support seismic research through appropriate actions by all public agencies.



Continued research and analysis of earthquakes and their effects upon buildings, and incorporation of the results of those efforts into code regulating the construction of buildings and structures, is essential to the public safety and welfare. This is particularly important for tall buildings with large concentrations of people. Falling glass and cladding from such buildings are particular concerns. The City's Seismic Hazards Advisory Committee should continue to provide advice to the City on the state-of-the-art in seismic safety.

## IMPLEMENTING ACTIONS

- Initiate studies on the feasibility of requiring seismic retrofitting for existing buildings.

The City has many buildings constructed prior to modern seismic safety standards. While some are naturally resistant to earthquakes due to methods of construction, others are hazardous both to their inhabitants, due to structural collapse, and to persons outside, due to collapse of walls or falling of cladding, glass or ornamentation. The City should evaluate how to reduce these risks in existing buildings, while encouraging retention of important buildings and uses. Consideration should be given to intermediate levels of protection which reduce the hazards, even if not to the extent required in new construction.

- Investigate the feasibility of strengthening Code requirements to minimize the danger of falling materials from new buildings.

The City should evaluate whether building Code standards on facade mounting and window cushioning require strengthening to absorb all movement of structures during a major earthquake without failure of cladding or windows. Consideration should be given to how exterior building materials would impact the public areas below if they are shaken loose from buildings. More rigorous standards should be enacted if they would appreciably reduce the amount of falling materials and consequent danger to people in public spaces.

- Require appropriate evacuation and emergency response plans for major new buildings.

Presently the City Planning Commission has a standard condition of approval for large buildings requiring preparation of an evacuation and emergency response plan in consultation with the Mayor's Office of Emergency Services. This is to insure coordination between the City's emergency planning activities and the project's plan, and to provide services to building occupants in the event of an emergency. The adequacy of this measure should be assessed and it should be strengthened if appropriate.

- Investigate the feasibility of requiring stronger buildings in special geologic study areas.

Buildings proposed for sites mapped as having liquefaction/subsidence hazards and very strong or severe seismic shaking potential generally would be affected more by earthquakes than if they were proposed for safer parts of Downtown. The City should investigate the feasibility of requiring that buildings in such special geologic study areas be designed to special earthquake resistance standards. In particular the Board of Supervisors should reconsider the Amendments to Section 3212 of the Uniform Building Code advocated by the Bureau of Building Inspection, Chamber of Commerce and the Structural Engineers Association of California which would have enhanced the structural safety of new buildings.





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